



# **DEA 360 STRATEGY REACH AND IMPACT REPORT: MILWAUKEE**

SEPTEMBER 2017









## **CONTENTS**

<b>i</b>	<b>Executive Summary</b>
<b>1</b>	<b>Introduction</b>
<b>8</b>	<b>Partnerships and Collaboration</b>
<b>14</b>	<b>Marketing and Media Outreach and Exposure</b>
<b>33</b>	<b>Training and Education</b>
<b>40</b>	<b>Impetus for Change: Impact on the Community</b>
<b>43</b>	<b>Lessons Learned and Recommendations</b>
<b>49</b>	<b>Appendix A. Methodology</b>
<b>51</b>	<b>Appendix B. Glossary of Terms</b>
<b>52</b>	<b>Appendix C. Earned Media</b>
<b>55</b>	<b>Appendix D. Top Acquisition Sources for Microsites</b>



# Executive Summary

## BACKGROUND

In 2015, in response to the rising number of opioid-related deaths, the Drug Enforcement Administration (DEA) launched its 360 Strategy with the purpose of ending the deadly cycle of prescription opioid misuse and heroin use. In spring 2016, the DEA funded Milwaukee as a DEA 360 pilot city to combat the growing opioid epidemic from three perspectives: (1) law enforcement, (2) diversion control, and (3) community outreach. Four program facilitators are engaged to implement DEA's 360 community outreach strategy across all funded pilot cities.

## PURPOSE OF THIS REPORT

The purpose of this report is to describe the methods and results of an assessment on the reach and impact of community outreach activities of the DEA 360 Strategy in Milwaukee. Results are based on a summary of metrics from each national partner as well as nine phone interviews with Milwaukee community partners.

## DEA 360 IN MILWAUKEE

The DEA 360 community outreach strategy in Milwaukee included the following key activities:

- A kickoff meeting and press release
  - A youth dance program aimed at promoting healthy lifestyles and avoidance of drugs
  - Train-the-trainer awareness building sessions
  - Media visits to local television stations
  - A Key Influencer Community Summit
  - A 13-week WakeUp-Milwaukee media campaign
  - A billboard campaign and press conference
- Key results of the assessment were divided into three categories — partnerships and collaboration, marketing and media outreach and exposure, and training and education. Highlights of the assessment are included below:
- During the course of the DEA 360 Strategy implementation in Milwaukee, the Key Influencer Summit proved instrumental in bringing together 230 community leaders from faith, family, education, law enforcement, and the health care sectors.
  - In terms of the media reach, there were 224 public service announcements, 542 television spots, and 1,603 radio spots. During the first 16 weeks of the billboard campaign, there were more than four million digital ads. There were 29 online news articles about DEA 360 in Milwaukee.
  - Approximately 35 individuals participated in a train-the-trainer event, and 65 youth aged 5-14 years participated in one of four youth dance programs.

This report was funded by the Drug Enforcement Administration (DEA) under contract number DJD-17-HQ-D-0074. The content of this report does not necessarily represent the positions or policies of the DEA, nor does the mention of trade names, commercial products, or organizations imply endorsement by the U.S. government. This report also contains hyperlinks and URLs for information created and maintained by private organizations. This information is provided for the reader's convenience. The DEA is not responsible for controlling or guaranteeing the accuracy, relevance, timeliness, or completeness of this outside information. Further, the inclusion of information or a hyperlink or URL does not reflect the importance of the organization, nor is it intended to endorse any views expressed, or products or services offered.

## LESSONS LEARNED

These lessons learned may have broad applicability for entities embarking on a multi-sector approach to a community-wide issue.

(1) **Holistic approach to DEA 360 was an asset to the Strategy:**

Interviewees noted the importance of engaging multiple sectors from the outset of the program to determine what each organization could contribute, and to ensure appropriate representation. The collaboration of high-level professionals demonstrated to stakeholders that this was a critical issue with wide-reaching support.

(2) **Finding the balance:** By entrusting the local community-based organizations that were most familiar with the needs and history of the community, DEA 360 was able to find the right balance between the DEA priorities/law enforcement perspective and the prevention organizations/public health perspective.

(3) **What's next?:** Interviewees who attended the Key Influencer Summit described it as an important catalyst for change—they agreed that this forum encouraged networking among the partners. Some participants noted that the Summit did not include time to discuss next steps which would have helped to build momentum.

(4) **Sometimes, it just takes the right people:** When asked about the facilitators for this work, several of the respondents pointed to key people who were champions for this work. DEA 360 relied on these people to quickly navigate multiple systems within a complex community.

(5) **Breaking down the stigma:** Interviewees discussed the role of stigma in combatting the opioid epidemic in Milwaukee. There exists a challenge in securing resources to address this issue. Stigma has also played a key role in individuals unwillingness to seek help.

(6) **Defining the boundaries and scope of the DEA 360 Strategy:** Some interviewees

were unable to define the boundaries of the DEA 360 Strategy. Sometimes, this was because DEA 360 was embedded in so many city/county/state level activities. However, sometimes the lack of clarity on the scope of the DEA 360 resulted in blurred lines between efforts. DEA should continue to look for opportunities to build on the momentum but avoid becoming more “white noise,” as an interview respondent described.

(7) **Social media presence:** During DEA 360 in Milwaukee there was a lack of social media presence. The main DEA accounts could have taken a more active role in developing a branded, cohesive campaign and social media content for their various field offices, which would have encouraged a greater reach during the year.

(8) **Enhanced tracking and data collection:**

To continue assessing the reach and impact of the media components of the DEA 360 Strategy on pilot cities, DEA should consider enhanced tracking and data collection. Data collection efforts should be coordinated prior to the campaign, so all parties are aware of their responsibilities and the metrics needed.

(9) **Coordinating partners and target audiences:**

The target audience and the scope of the media campaign should be determined across partners. To create a more cohesive message, partners should coordinate the messaging, timing of release, and calls to action for the campaign across efforts.

(10) **Creating culturally appropriate community messages:**

Several respondents cited tensions due to the contrast in response from officials to the crack epidemic 30 years ago versus the opioid/heroin epidemic. DEA's community-based partners emphasized that this is important context when developing a community outreach strategy. Future awareness campaigns should continue to recognize the historical legacy that exists and determine appropriate outreach strategies.

# INTRODUCTION

In 2015, in response to the rising number of opioid-related deaths, the Drug Enforcement Administration (DEA) launched its 360 Strategy with the purpose of ending the deadly cycle of prescription opioid misuse and heroin use. In spring 2016, DEA funded Milwaukee with a grant as a DEA 360 pilot city to combat the growing opioid epidemic from three perspectives: (1) law enforcement, (2) diversion control, and (3) community outreach. This report describes the results of an assessment of the reach and impact of the community outreach strategy. Four program facilitators are engaged to implement the DEA 360 Strategy across all funded pilot cities. These include the Community Anti-Drug Coalitions of America (CADCA), Partnership for Drug-Free Kids (PDFK), A. Bright Idea, and DEA Educational Foundation (see page 5 for more information).

The DEA 360 community outreach Strategy in Milwaukee included the following key activities:

- A kickoff meeting and press release
- A youth dance program (YDP) aimed at promoting healthy lifestyles and avoidance of drugs
- Train-the-trainer (TOT) awareness building sessions
- Media visits to local television stations
- A Key Influencer Community Summit

- A 13-week WakeUp-Milwaukee media campaign
  - A billboard campaign and press conference
- The DEA's Assistant Special Agent in Charge (ASAC) Robert Bell oversaw the on-the-ground implementation of key activities in Milwaukee.

## OVERVIEW OF THE REPORT

The following report is based on a summary of metrics compiled by each national partner as well as nine phone interviews with Milwaukee community partners (See Methods and Data Sources on page 6).

The report describes the opioid problem in the United States and Milwaukee, the DEA 360 Strategy community outreach strategies in Milwaukee (including the facilitators and barriers to implementation), how these strategies created an impetus for change in Milwaukee, lessons learned from the DEA 360 Strategy community outreach in Milwaukee, and recommendations for improvements for future implementation using this strategy in additional DEA 360 pilot implementation cities.

# Relevant Federal or State Strategies Affecting Milwaukee

In addition to being selected to participate in DEA 360, Milwaukee is involved in several other federal- and state-level initiatives to combat the drug epidemic within the city.

Milwaukee is in the U.S. Department of Justice **Violence Reduction Network**, which enables access to evidence-based, data-driven, crime-fighting strategies and federal assistance to implement them.<sup>1</sup>

Since 1998, Milwaukee has been a **High Intensity Drug Trafficking Area (HIDTA)**. This means Milwaukee is an area determined to be a critical drug trafficking region in the United States. As part of this, the city relies on greater operational coordination and prosecution to reduce organized drug distribution.<sup>2</sup>

The **Dose of Reality** campaign, launched in September 2015 by State Attorney General Brad Schimel, is a statewide call to action aimed at prevention of abuse and addiction to opioids. This includes

a multifaceted communication involving television, radio, online, print, and outdoor messaging, as well as targeted and specialized materials, to be used by the medical community.<sup>3</sup>



<sup>1</sup> Luthern, A. (2016). Milwaukee chosen for federal violence reduction program.

<sup>2</sup> Office of National Drug Control Policy. (n.d.). Milwaukee HIDTA.

<sup>3</sup> Luthern, A. (2016). Federal, local officials to target opioid, heroin abuse.





## OPIOIDS IN THE UNITED STATES

Misuse and addiction to opioids, such as prescription pain relievers, heroin, and synthetic opioids including fentanyl, is a national epidemic. In 2015, more than 33,000 Americans died as a result of an opioid overdose.<sup>4</sup> Drug overdoses are now the leading cause of death among Americans under 50 years of age. Since 1999, the amount of prescription opioids sold in the United States nearly quadrupled<sup>5</sup>, yet Americans report the same amount of pain overall.<sup>6,7</sup> Deaths from prescription opioids—drugs like oxycodone, hydrocodone, and methadone—have more than quadrupled since 1999.

## OPIOID USE IN MILWAUKEE

The opioid epidemic has had a dramatic impact in Milwaukee:

- Milwaukee County had 255 drug-related deaths in 2015<sup>8</sup>, which accounted for 29 percent of the overdose deaths in Wisconsin.<sup>9</sup>
- Since 2005, Milwaukee County has seen a 495 percent increase in heroin-related deaths.<sup>10</sup>

- In 2015, for every death in Milwaukee, there were more than six additional people who experienced an overdose that required naloxone.<sup>11</sup>
- Based on epidemiological data, the chief medical officer for Milwaukee County Behavioral Health Division estimated that 45,000 Milwaukee County residents are addicted to opioids.<sup>12</sup>
- Though the largest proportion of those who experience a fatal overdose are older white men, this epidemic touches every sector of the county; no geographic region, race, or age group is spared.<sup>13</sup>

## THE DEA 360 STRATEGY

In response to the rising number of opioid-related deaths, DEA implemented its 360 Strategy aimed at stopping the deadly cycle of prescription opioid misuse and heroin use by eliminating the drug trafficking organizations and gangs fueling violence on the streets and addiction in communities. The strategy includes partnering with healthcare professionals and engaging and strengthening community and social service organizations that are best positioned to provide long-term help and support for building drug-free communities.<sup>14</sup>

<sup>4</sup> National Institute on Drug Abuse. (2017). *Opioid crisis*. Bethesda, MD: Author. Retrieved from <https://www.drugabuse.gov/drugs-abuse/opioids/opioid-crisis>

<sup>5</sup> Centers for Disease Control and Prevention. (2016). *Compressed mortality file*. Atlanta, GA: Author. Retrieved from <https://wonder.cdc.gov/mortsql.html>

<sup>6</sup> Katz, J. (2017). Drug deaths in America are rising faster than ever. *New York Times*. Retrieved from <https://www.nytimes.com/interactive/2017/06/05/upshot/opioid-epidemic-drug-overdose-deaths-are-rising-faster-than-ever.html>

<sup>7</sup> Centers for Disease Control and Prevention. (2016). *Opioid overdose: Understanding the epidemic*. Atlanta, GA: Author. Retrieved from <https://www.cdc.gov/drugoverdose/epidemic/index.html>

<sup>8</sup> Williams, D. (2017). *10k times more potent than morphine: First carfentanil death confirmed in Wisconsin*. Retrieved from <http://fox6now.com/2017/04/17/medical-examiner-confirms-wisconsins-first-carfentanil-death/>

<sup>9</sup> Milwaukee Community Opioid Prevention Effort. (n.d.). *The opioid epidemic*. Retrieved from <https://mkecope.com/portfolio/the-opioid-epidemic/>

<sup>10</sup> National Institute on Drug Abuse. (2015). *Drugs of abuse: Opioids*. Bethesda, MD: National Institute on Drug Abuse. Retrieved from <https://www.drugabuse.gov/drugs-abuse/opioids>

<sup>11</sup> Milwaukee Community Opioid Prevention Effort. (2017). Opioid-related overdose in Milwaukee County. Retrieved from <http://www.allwisoyouth.org/wp-content/uploads/Opioid-Related-Overdose-in-Milwaukee-County.pdf>

<sup>12</sup> Stone, A. (2017). Milwaukee responds to the opioid epidemic. *Shepherd Express*. Retrieved from <http://shepherdexpress.com/article-29877-milwaukee-responds-to-the-opioid-epidemic.html>

<sup>13</sup> Fumo, N. (2017). *Milwaukee County opioid-related overdose report*. Milwaukee COPE: Community Opioid Prevention Effort. Retrieved from <https://mkecope.files.wordpress.com/2017/06/milwaukee-county-opioid-related-overdose-report-6-21-171.pdf>

<sup>14</sup> Community Anti-Drug Coalitions of America. (2015). *CADCA joins DEA's comprehensive strategy to address heroin, opioid abuse, and violent crime*. Alexandria, VA: Author. Retrieved from <http://www.cadca.org/resources/cadca-joins-deas-comprehensive-strategy-address-heroin-opioid-abuse-and-violent-crime>



The DEA 360 Strategy takes a three-pronged approach:

- (1) coordinated law enforcement actions against drug cartels and heroin traffickers in specific communities<sup>15</sup>;
- (2) diversion control enforcement actions against DEA registrants operating outside the law and long-term engagement with pharmaceutical drug manufacturers, wholesalers, pharmacies, and practitioners<sup>16</sup>; and
- (3) community outreach through local partnerships that empower communities to take back effected neighborhoods after enforcement actions and prevent the same problems from cropping up again.<sup>17</sup>

DEA announced implementation of the DEA 360 Strategy in Pittsburgh on November 10, 2015. DEA 360 was launched in Milwaukee in February 2016.

## DEA 360 STRATEGY COMMUNITY PARTNERS IN MILWAUKEE

To implement the DEA 360 Strategy at the local level in Milwaukee, DEA relied on ASAC Bell as the “boots on the ground” who served as the liaison between DEA headquarters (DEAHQ), the program facilitators, and the local community partners. During implementation in Milwaukee, ASAC Bell established partnerships with community organizations and representatives from various sectors, including the media and the medical community.

The following is an organizational chart of the DEA 360 Strategy national and community partners.



<sup>15</sup> Drug Enforcement Administration. (n.d.). 360 Strategy--Law enforcement. Retrieved from <https://www.dea.gov/prevention/360-strategy/360-law-enforce.shtml>.

<sup>16</sup> Drug Enforcement Administration. (n.d.). 360 Strategy- Diversion. Retrieved from <https://www.dea.gov/prevention/360-strategy/360-diversion.shtml>.

<sup>17</sup> Drug Enforcement Administration. (n.d.). 360 Strategy. Retrieved from <https://www.dea.gov/prevention/360-strategy/360-strategy.shtml>.

## DEA 360 STRATEGY PROGRAM FACILITATORS

### Community Anti-Drug Coalitions of America



Since 1992, CADCA has been the premier membership organization representing those working to make their communities safe, healthy, and drug-free.<sup>18</sup> CADCA brings its expertise in building effective community coalitions and facilitating valuable dialogues to the initiative to empower communities and support demand reduction. CADCA's mission is to strengthen the capacity of community coalitions by providing technical assistance and training, public policy advocacy, media strategies and marketing programs, conferences, and special events.

*DEA 360 Strategy responsibilities included communicating and coordinating with key coalition members to prepare for the summit.*

<sup>18</sup> Community Anti-Drug Coalitions of America. (n.d.) *About us*. Retrieved from <http://www.cadca.org/about-us>

### Partnership for Drug-Free Kids



Founded in 1987 as an anti-drug advertising campaign and formerly known as the Partnership for a Drug-Free America, the Partnership is a nonprofit organization dedicated to reducing teen substance abuse and helping families impacted by addiction. The PDFK translates the science of teen drug use and addiction for families, providing parents with direct support to prevent and cope with teen drug and alcohol abuse.

*DEA 360 Strategy responsibilities included the launch of several public service announcements and train-the-trainer presentations.*<sup>19</sup>

<sup>19</sup> Partnership for Drug-Free Kids. (2017). *About us*. Retrieved from <https://drugfree.org/>

### DEA Educational Foundation



Established in 2001, the DEA Educational Foundation educates the American public on the various costs and consequences of drugs on society through support of the educational programs and exhibits of the DEA Museum and the operation of the DEA Youth Dance Program in more than 30 cities around the country. By reaching out to America's schools under the powerful name of DEA and the DEA Educational Foundation, the DEA Youth Dance Program will inspire youth with healthy and drug-free messages and will encourage them to exercise and express themselves artistically.<sup>20</sup>

*DEA 360 Strategy responsibilities included facilitating four dance classes intended to teach youth about health lifestyles.*

<sup>20</sup> Get Smart About Drugs. (n.d.). *Local/state partners*. DEA 360. Retrieved from <https://www.getsmartmilwaukee.com/get-involved/localstate-partners>

### A. Bright Idea



Established in 1996, A. Bright Idea is a multimedia organization with experience in public affairs, graphic design, and strategic communication for government, commercial, and nonprofit clients. They bring expertise in strategic communication, graphic and logo design, print collateral, and outreach materials.<sup>21</sup>

*DEA 360 Strategy responsibilities included developing an identity for the DEA 360 Strategy in Milwaukee—A. Bright Idea built a strategic communication plan, and developed and ran the 13-week WakeUp campaign, including the name and execution of creative assets.*

<sup>21</sup> A Bright Idea. (n.d.). Retrieved from <http://www.abrightideasonline.com/>

“It’s a huge problem in our community. We have seen an explosion of people who have died as a result of addictions. Specifically, we saw a strong uptick in deaths related to heroin, oxycodone, and fentanyl.”

- Local Politician

## METHODS AND DATA SOURCES

At DEA’s direction, ICF used a mixed-method approach to assess the 360 Strategy in Milwaukee using quantitative and qualitative data. Specifically, the ICF research team collected, organized, and analyzed quantitative metrics received from DEA’s program facilitators. ICF also conducted and analyzed qualitative data from phone interviews with community partners and youth from the YDP in Milwaukee (see detailed description of Methods in Appendix A).

### ***Quantitative Data (Metrics Compilation)***

DEA’s four program facilitators (see page 5) and community partners who participated in phone interviews shared relevant quantitative metrics data related to their deliverables during and after the grant year (February 2016–2017).

Data shared include sign-in sheets from trainings, news articles including mentions of DEA 360, summary documents of media metrics, dance program attendance records, training slides, photos from the DEA 360 events, and so forth. ICF conducted one-on-one calls with each of the program facilitators to determine the availability of the metrics outlined by DEA at the start of the evaluation.

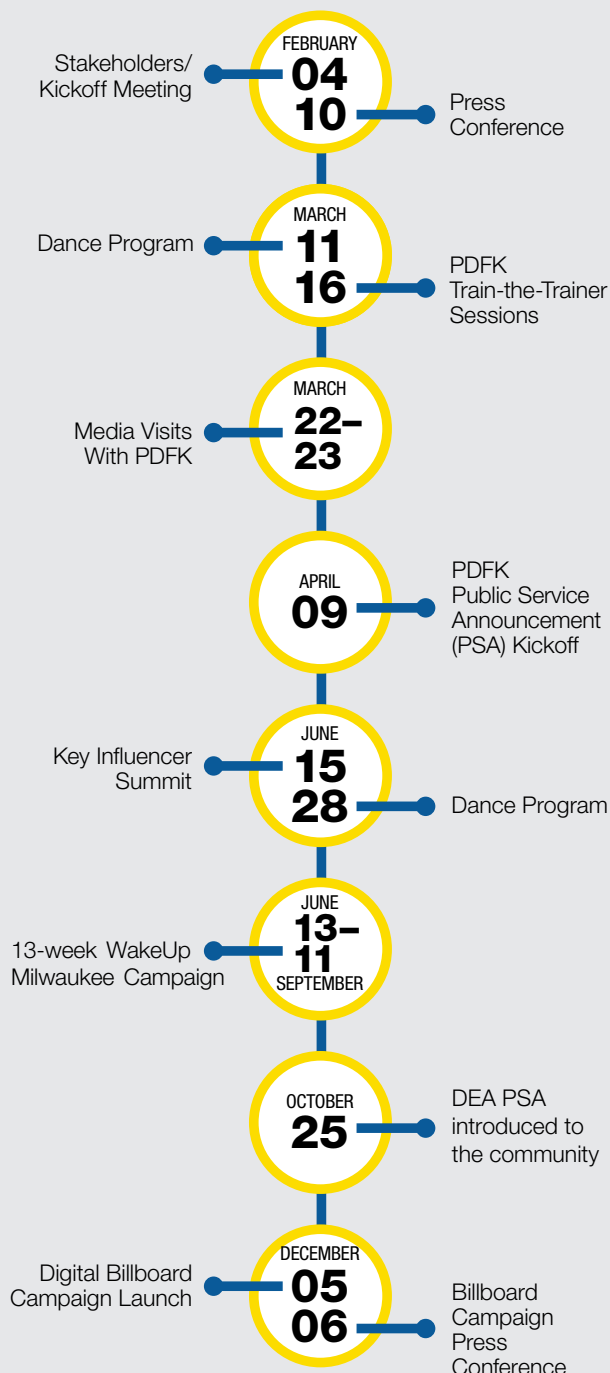
### ***Qualitative Data (Community Interviews)***

ICF led qualitative data collection, which involved nine, one-hour phone interviews with community partners identified by ASAC Bell as central to the community outreach efforts in Milwaukee.

In 2017, as part of the DEA 360 Strategy Performance Analysis Project, DEA contracted with ICF, a research and evaluation firm, to conduct an assessment of the DEA 360 Strategy as implemented in Milwaukee. Milwaukee is one of eight cities to implement the DEA 360 Strategy.

## DEA 360 Milwaukee Timeline February 2016–2017

The DEA 360 Strategy was implemented in Milwaukee from February 2016 to 2017 and involved a number of key events and strategies detailed in this timeline.



## REACH AND IMPACT REPORT RESEARCH QUESTIONS

The report is divided into the following sections to highlight key findings to respond to the research questions included below.

### Implementation and Overview

#### *Partnerships and Collaboration*

What strategies were used to encourage collaboration in Milwaukee? What was the impact of these collaboration efforts on sustainability or scalability?

#### *Marketing and Media Outreach and Exposure*

What outreach strategies were used in Milwaukee? What were the key messages/calls to action shared with the community? What were the numbers reached for the various outreach activities? What impact did the outreach efforts have on the community?

#### *Training and Education*

Who was trained via the DEA 360 Strategy in Milwaukee? What impact has DEA 360 Strategy had on youth in Milwaukee?

### Continued Efforts: Impetus for Community Change

The goal of this section is to highlight efforts in Milwaukee that occurred after the DEA 360 Strategy implementation ended in February 2017. These highlight the lasting impact that DEA 360 has had on the response to the opioid epidemic in Milwaukee.

How has the DEA 360 Strategy been sustained in Milwaukee?

What has been the lasting impact of the DEA 360 Strategy on Milwaukee?

What unintended impact has the DEA 360 Strategy had on Milwaukee? On Wisconsin?

### Lessons Learned and Recommendations

What were the lessons learned based on DEA 360 in Milwaukee?



# PARTNERSHIPS AND COLLABORATION

A key goal of DEA 360 was to encourage opportunities for networking and cross-sector collaboration. The following section is based on quantitative and qualitative data gathered from CADCA, ASAC Bell, and community interviews. This section includes information on how DEA 360 facilitated collaboration and the role of the Key Influencer Summit in disseminating information and creating networking opportunities for community partners. Following the Key Influencer Summit were a series of efforts in Milwaukee to continue to facilitate collaboration—this included the development of a city-county task force, a committee working on a citywide resource guide, and ongoing efforts to address legislation (see Impetus for Change section for more information).

## IDENTIFYING AND ESTABLISHING COMMUNITY PARTNERS

Interview results indicated that ASAC Bell was instrumental in implementing the DEA 360 Strategy community outreach component in Milwaukee. To establish partnerships, ASAC Bell reached out to key individuals in the community such as the medical examiner and various community-based organizations (CBOs) to gauge their interest in and willingness to collaborate on specific activities. Rather than establishing a core leadership team to provide guidance on all aspects of the community outreach component, ASAC Bell engaged people by having phone calls, in-person meetings, and e-mail communications with individuals or small groups of key partners.

A key factor in successfully implementing the community outreach component was involving experts in community outreach. Through involvement in the North Central HIDTA taskforce, ASAC Bell identified affiliate

organization and strategic partner, Safe and Sound, to help facilitate community outreach and engagement. ASAC Bell engaged Safe and Sound's executive director, who brought expertise in community outreach, an understanding of the landscape in Milwaukee, and a network of potential partners to the program. Safe and Sound then engaged its partner network who championed the program and recommended other strategic partners to be involved. This snowball approach to identifying partners motivated support from

**“One of the things we did early on in the process that was beneficial was really say ‘this is how we fit’ ... and these are our various goals.”**

- Community Respondent

By tapping into the networks of strategic partners, the community outreach component gained the involvement and support of partners, such as Community Advocates, whose reach expanded beyond Milwaukee County.

31 organizations at the 360 Strategy kickoff meeting on February 4, 2016 (See Exhibit 1 on page 10).

Efforts to establish partnerships using this snowball approach continued well after the February 4 kickoff meeting. For example, after discussing the opioid crisis with a colleague, Clear Channel Outdoor's (CCO) executive director contacted the Milwaukee County medical examiner to discuss how to raise awareness about the opioid crisis using the company's billboards. The medical examiner connected CCO with ASAC Bell, and the billboard campaign was born. Further, Clear Channel secured funding for the effort from its existing clients, CVS, and a local law firm, as well as through DEA.

## COLLABORATION STRATEGIES

ASAC Bell's overarching vision was to bring together an array of community partners that would acknowledge their similarities and differences, establish a common understanding of the issue at hand, and implement a strengths-based approach to achieving common objectives. Several interview respondents reiterated this vision, with one characterizing it as implementing "360 strategies and messages within each

partner's capacity to the constituents they serve."

Interview respondents commonly reported and praised the involvement of a diverse group of partners as a key strategy to successful collaboration.

Further, respondents viewed the early engagement of CBOs, ASAC Bell's "open-minded" approach, and his willingness to let others lead on the basis of their strengths as key collaboration strategies. According to respondents, rather than providing a rigid roadmap for accomplishing the objectives, ASAC Bell treated the partners as the experts in community engagement. This sentiment was echoed by ASAC Bell, who described the goal of partner collaboration as "empowering other folks to go forth with the vision."

## NETWORKING AND THE KEY INFLUENCER SUMMIT (JUNE 15, 2016)

Networking played a critical role in identifying and establishing partners. In keeping with this practice, ASAC Bell and two key partners, Safe and Sound and Community Advocates, and CADCA collaborated to plan a Key Influencer Summit to unite individuals and organizations from multiple sectors to raise awareness, provide an opportunity to network, and develop collaborative community engagement strategies.

The Key Influencer Summit brought together community leaders from the following sectors: faith, families, education, law enforcement, and the health care continuum.<sup>22</sup>

<sup>22</sup> Community Anti-Drug Coalitions of America. (n.d.). *Key Influencer Summit*. Alexandria, VA: Author. Retrieved from <http://www.cadca.org/keyinfluencerssummit>

“Everyone has vague awareness of what’s happening, but the goal was to get the information into the hands of those who we deemed key influencers. We focused on people in education, from several counties, faith leaders ... law enforcement ... and community-based organizations. We intentionally created a list of people who we thought it would be important to get this information in their hands and reached out to them specifically. ... Not just to get information, but also to network with the people who are there. We created opportunities throughout the day so that law enforcement was talking to education and education was talking to the faith leaders so we could really figure out how do we, across-sector, start to message prevention and how to recognize the signs of early addiction.”

- Community Respondent

#### Exhibit 1. DEA Community Partners

Boys & Girls Club	Milwaukee District Attorney
City of Milwaukee Common Council	Milwaukee Office of Emergency Management-EMS
City of Milwaukee Department of Administration	Milwaukee Police Department
City of Milwaukee	Milwaukee Public Schools
Community Advocates	Milwaukee County Medical Examiner
FBI	Safe and Sound
Greenfield PD	U.S. Attorney's Office, District of Wisconsin
IMPACT 211	U.S. Marshals
Milwaukee Mayor's Office	West Allis Police Department
MCSO (Milwaukee County Sheriff's Department)	West Milwaukee Police Department
Milwaukee County Behavioral Health Division	WI Department of Justice
Milwaukee County Medical Examiner	WI Elks Drug Awareness Program
Milwaukee County Office of Emergency Management	WI Medical Society



One respondent commented on the diversity of the professionals at the Summit:

*[ASAC Bell] put together a tremendous panel/group initially from around the county ... law enforcement, educators, health care sector ... to come together as a collaborative group to find strategies and common ground to address the opioid epidemic in the community. Very impressed with the diverse group they were able to pull together.*

The primary goals of the Summit included the following:

- Sharing in-depth insights on the national and local opioid landscape
- Providing tangible strategies and tactics to address the heroin epidemic within the participant's sphere of influence
- Allowing access to a panel of experts, including law enforcement officers, grassroots community activists, and health care professionals
- Facilitating networking with local and national leaders addressing this issue

CADCA distributed a survey to summit attendees to compile feedback on the Summit:

- Respondents were asked to report specific actions they intend to take to follow up on what they learned. The responses generally fit in four categories: share information with colleagues, educate or engage in dialogue with individuals/participants, inspire a personal call to action/clean out medicine cabinet, and pursue continued education on the topic.
- Recommendations for improving the summit included allowing more time for action items; facilitating a conversation of next steps including breakout sessions; and sending out the participant roster for follow-up.



There were **230** attendees at the Key Influencer Summit.

## THE SUMMIT INCLUDED EIGHT SESSIONS



- Why Are We Here?
- Moving Upstream: Why Community Alliances Are Key to Demand Reduction
- Wisconsin Legislative Landscape
- Local Actions and Resources
- Understanding the Challenge Locally
- The Pills to Heroin Epidemic Panel Discussion
- Elements of Effective Community Alliances
- Closing Dialogue—The Way Forward

## SPEAKERS INCLUDED THE FOLLOWING



- Special Agent in Charge (SAC) Dennis A. Wichern, Chicago Field Division, DEA
- Neil Doherty, Associate Deputy Assistant Administrator, Office of Diversion Control, DEA
- Sean Fearn, Chief, Community Outreach and Prevention Support Section, DEA
- Carlton Hall, Deputy Director, CADCA
- Secretary Dave Ross, Department of Safety and Professional Services
- Michael Murphy, Alderman of the 10th District of the City of Milwaukee
- Robert Bell, ASAC, DEA Milwaukee
- Mary Kay Balchunas, PhD/DEA Milwaukee Chaplain
- **The Lybert Family**
- Catherine Brunson, CADCA Trainer
- Katie Sanders, Executive Director, Safe and Sound

## THE PANEL INCLUDED SIX INDIVIDUALS



- Kathy Federico, DEA Milwaukee District Office
- Kari Lerch, Deputy Director, Community Advocates Public Policy Institute
- Jeffrey Micklitz, Captain, Milwaukee Police Department
- George Morris, Chair, Task Force on Opioid Abuse and Opioid Overdoses, Wisconsin Medical Society
- Christine Ullstrup, VP of Clinical Services and Programming, Meta House

Your Choice was founded by the Lybert family. The Lyberts work with families, speak at schools, and give presentations about their own experiences involving substance abuse.

Tyler started using drugs in sixth grade as a way to make friends and fit in. Tyler's drug use escalated, from alcohol and marijuana to pills and heroin. He was in and out of jail. His family life deteriorated from the stress of his drug use. During presentations, each family member discussed how this addiction affected them.

## Summary

ASAC Bell's role as champion of the DEA 360 Strategy and liaison to community members was critical to the DEA 360 Strategy's success in Milwaukee. His ability to establish trusting relationships with community members and engage community members in the Key Influencer Summit proved instrumental in bringing together multiple community leaders from the faith, family, education, law enforcement, and the health care sectors.

- The Key Influencer Summit convened 230 participants.
  - There were 11 primary speakers and six panel sessions.
  - The summit was generally well received, but respondents noted that they wished there was more time to discuss action items and next steps.

## Facilitators and Barriers

Community respondents agreed that a key facilitator to partnership and collaboration included DEA's three-component approach to the 360 Strategy. Specifically, respondents praised DEA for recognizing the need for and inclusion of CBOs. As one respondent describe:

*When community engagement is part of DEA's mission from the start, this is a huge victory. ... Community-based organizations who can work with law enforcement are critical. [We] understand what law enforcement can achieve...*

*Community outreach should be understood by law enforcement.*

Similarly, respondents agreed that ASAC Bell's approach to partnering with CBOs facilitated their engagement. Several commented that ASAC Bell treated them as the experts, which was an important factor in the program's success and facilitated their continued involvement.

Community respondents considered a lack of funding for CBO partners to develop and disseminate materials to be a key barrier to partnership and collaboration. Typically, CBOs receive funding through grant awards that offer little to no flexibility to dedicate resources to other efforts. Although some CBOs applied for and received grants to help with program efforts, delays associated with this process affected their ability to launch efforts during the pilot year.

Another identified challenge was the lack of developing action steps during the Key Influencer Summit. While most respondents described the Key Influencer Summit as a success, several expressed disappointment that there was no action plan developed or follow-up for the event among a core group.

# MARKETING AND MEDIA OUTREACH AND EXPOSURE

The DEA 360 Strategy in Milwaukee involved media outreach efforts (including television and radio ads, digital marketing, social media, and a billboard campaign) to raise awareness about the opioid epidemic and resources to combat the epidemic in its community. In the following section, we present results from interviews and metrics compilation to describe media outreach, including messages disseminated in the community and the impact of these activities on the Milwaukee community. Results are based on four types of media used in Milwaukee—paid/sponsored, earned, shared, and owned.

The DEA 360 Strategy sought to raise public awareness about the opioid epidemic via various outreach and awareness activities. As noted in the DEA Campaign Execution Guide created by A. Bright Idea, “In order to succeed in eradicating this public health crisis, the DEA 360 Strategy campaign must achieve a change in public perception, attitudes, and behavior among its target audiences.”

There are three goals identified by A. Bright Idea for the DEA 360 marketing and media strategy:

**Goal 1. Spark significant action on the part of the community** to use DEA and partner resources in support of fellow neighbors and community members to decrease heroin and opioid drug abuse through increased drug epidemic education.

**Goal 2. Empower and support community alliance partners** to build sustainable drug-free communities through grassroots outreach and engagement efforts to

increase the awareness of the effects of heroin and opioid drug addiction.

**Goal 3. Create a change in attitude and perception** regarding the threat to the community created by the rise in prescription opioid and heroin addiction among target audiences.

## ANNOUNCING DEA 360 TO MILWAUKEE

One of the first outreach activities was a press event. On February 10, 2016, a press event was held at the Boys and Girls Club of Greater Milwaukee to announce the DEA 360 Strategy in Milwaukee.

- Twenty-eight attendees from at least 14 organizations represented CBOs, mental health, law enforcement, religious organizations, media, and local government.

During this press kickoff, the DEA Chicago Field Division SAC, Dennis Wichern, noted that “The



DEA 360 Strategy will be a force multiplier by bringing together a coalition of resources that are dedicated to finding new and innovative ways to make our communities safe from the addiction of prescription drugs and heroin and from the violence stemming from the illicit drug trade.”<sup>23, 24</sup>

## PAID/SPONSORED, EARNED, SHARED, AND OWNED MEDIA

The DEA 360 Strategy in Milwaukee used a multimedia approach (See Exhibit 2) involving paid, earned, shared, and owned media to accomplish the following:

- Provide resources for individuals to identify warning signs of opioid addiction;
- Empower individuals to be better advocates for themselves and their children; and

- Educate the public on the dangers associated with opioid use;
- Provide contact information for individuals seeking help (211 help line).

### PAID/SPONSORED MEDIA

DEA 360 used a number of paid media opportunities to disseminate information broadly to Milwaukee City/County, including the following:

- A series of PDFK PSAs;
- A 13-week WakeUp-Milwaukee campaign, which included television, radio, and digital advertising; and
- A billboard campaign.

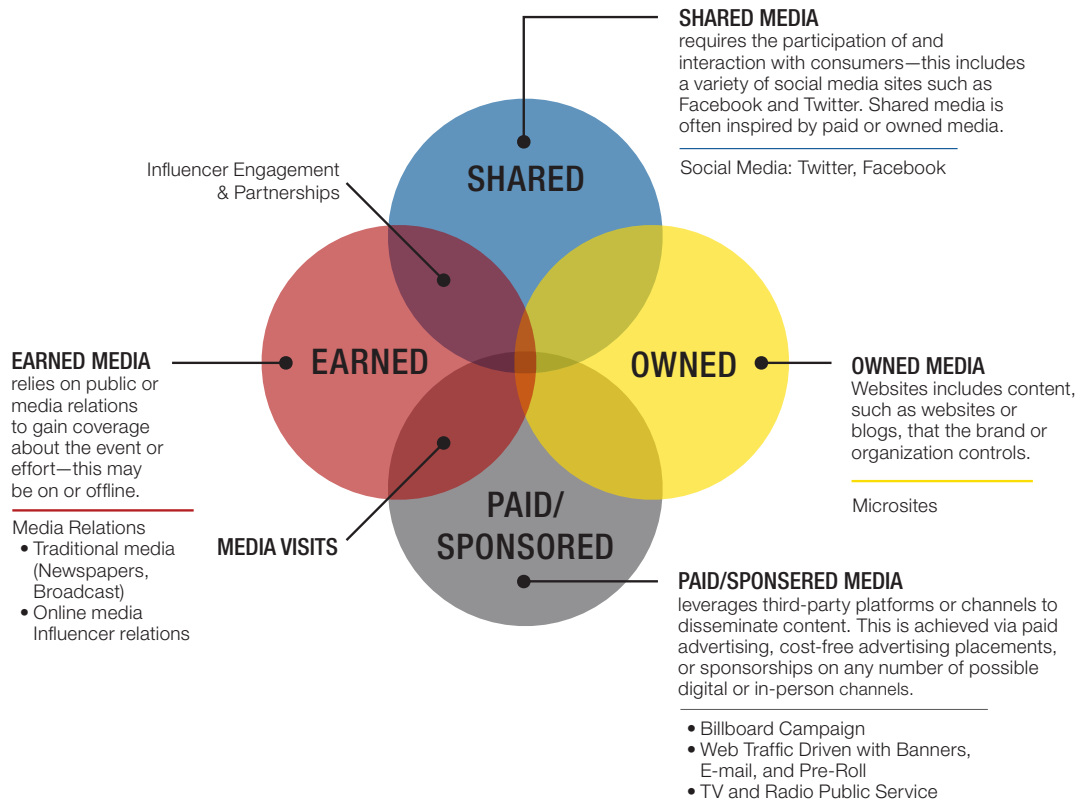
These strategies were intended to broadly reach the community, including parents, youth, and individuals struggling with opioid addiction.

<sup>23</sup> Taylor, B. (2016). *DEA announces “360 Degree Strategy” to address prescription drugs, heroin, crime in Milwaukee*. Retrieved from <http://fox6now.com/2016/02/10/new-effort-to-bust-drug-dealers-stop-overdoses-in-milwaukee-to-be-announced/>

<sup>24</sup> Safe and Sound. (2016). *Fox 6: DEA 360 Strategy—Educate, protect, attack*. Milwaukee, WI: Author. Retrieved from <http://www.safesound.org/news/fox-6-dea-360-strategy-educate-protect-attack/>



## Exhibit 2. DEA Multimedia Approach to Community Outreach



## PDFK Public Service Announcements

### Media Visits

To promote the PSAs, PDFK held media visits March 21–23, 2016, with major news stations (Fox, CBS, IND, Telemundo, MeTCV, NBC, MNT, CW, and ABC) throughout the greater Milwaukee region; six individuals from the DEA team were present.

The goals of these visits were to:

- (1) discuss opportunities to use a series of PDFK PSAs (pro bono);
- (2) introduce the team of experts available for stories and quotes; and
- (3) encourage the stations to tell relevant stories.

While these media visits were scheduled for 30 minutes, most lasted between an hour and an hour and a half. According to several individuals who were present at these visits, the station leadership was very engaged in the discussion and the issue.

“The media obviously knew about the issue and the importance of it in the community, but I think when they heard from the federal government, state government, and local government about how serious of an issue it actually was in terms of numbers, not only of people dying, but also suffering, I think it definitely spurred them on to do more. ... It played a role in them doing more programming and news stories on the issue.”

- Local Politician

Interview respondents said that the station leadership appreciated the collaboration from a team of representatives from various local organizations (medical examiner, county medical society, local politician, and local community organizations). The diversity demonstrated commitment and buy-in from multiple sectors, including high-ranking professionals.

These media visits were an effective strategy for establishing a professional working relationship. The visits enhanced the media's ability to cover not only the 360 Strategy but also the opioid crisis in a more informed way. These visits encouraged dissemination of PSAs and increased earned media coverage—this included relevant stories or press coverage to bring awareness to the opioid epidemic (see the Earned Media section for more information).

### *The PDFK PSAs*

Following the media visits, beginning April 9, 2016, PDFK launched a series of television PSAs for youth and adults. These PSAs were related to three PDFK initiatives. In total, 15 different announcements aired a total of 224 times between April and December 2016. Of these spots, 176 were targeted to adults, and 48 were targeted to youth. All PSAs ran pro bono.

- Mind Your Meds is a national action campaign designed to combat the opioid epidemic among teens. The campaign is the result of a collaboration with PDFK and Hill Holiday as part of The Medicine Abuse Project.<sup>25,26</sup> Milwaukee was the first city to roll out this

<sup>25</sup> Feliz, J. (2013). *The Partnership at Drugfree.org collaborates with Hill Holiday to launch "Mind Your Meds" campaign for the Medicine Abuse Project*. New York, NY: Partnership for Drug-Free Kids. Retrieved from <https://drugfree.org/newsroom/news-item/the-partnership-at-drugfree-org-collaborates-with-hill-holiday-to-launch-mind-your-meds-campaign-for-the-medicine-abuse-project/>

<sup>26</sup>The Medicine Abuse Project is a national action campaign and collaboration of eight federal agencies, 17 corporations, and more than 60 national and local partners with a goal of preventing half a million teens from starting to abuse medicine. The Medicine Abuse Project includes a prescription drug guide, educational films and videos, teen-targeted programming, outreach to healthcare providers, infographics for sharing, pilot efforts around naloxone, and education on medication-assisted treatment (see <https://drugfree.org/newsroom/news-item/partnership-drug-free-kids-prinkshop-unveil-new-mind-meds-t-shirts-tote-bags-help-address-medicine-abuse/>).

campaign. Six PSAs were launched to promote the Mind Your Meds campaign.

- Four PSAs for Partnership as a resource for families were launched. These PSAs stressed that parents and families can find help and resources they need through PDFK. These PSAs recognize that parents may feel unsure how to handle their child's substance abuse and friends may be ill equipped to offer real help.
- The Above the Influence initiative was targeted toward teens. This included five PSAs asking "Who Controls You?". These PSAs highlighted a broad range of issues, including bullying, pills, drinking, and body image.

Local television support in Milwaukee increased significantly following the DEA 360 media visits.

- Media support for the first three months of 2016 (prior to the media visits) was negligible (one spot with an estimated dollar value of \$31).

## FROM JANUARY-JUNE 2017 **MILWAUKEE**

### **PARTNERSHIP FOR DRUG-FREE KIDS PSAS**

TELEVISION  
STATIONS  
HAVE AIRED

**758 SPOTS**

WITH AN  
ESTIMATED DOLLAR  
VALUE OF

**\$82,937**

RADIO  
STATIONS  
HAVE AIRED

**520 SPOTS**

WITH AN  
ESTIMATED DOLLAR  
VALUE OF

**\$14,901**

#### **TV STATIONS THAT RAN THE ADS INCLUDED:**

- WISN-TV ABC (146 spots)
- WDJT-TV CBS (5 spots)
- WTMJ-TV NBC (0 spots)
- WITI-TV FOX (37 spots)
- WCGV-TV MNTV (323 spots)
- WVTM-TV CW (101 spots)
- WPXE-TV ION (98 spots)
- WMLW-TV IND (48 spots)

- Between April and December, there were 225 PSAs aired with an estimated dollar value of \$15,924.
- Support has continued through the first six months of 2017.

### The WakeUp Campaign (June 13–September 11, 2016)

Implementation of the DEA 360 Strategy in Milwaukee involved a 13-week advertising campaign under the theme of “Wake Up.” The campaign included television, radio, and digital components.

#### Television PSAs (Lasting 15 and 30 Seconds) Aired

The goal of these commercials was to drive viewers to the WakeUp-Milwaukee website for additional information and resources. The TV PSAs included an actual 911 call from a drug overdose and statistics on how drugs affect the Milwaukee area. Statistics included the number of drug-related deaths in Milwaukee County, how heroin overdoses have increased in Milwaukee County over the past 14 years, and the ease by which high school seniors know how to get heroin.

Over the course of the 13-week campaign, there were a total of 542 television PSAs across three stations and 1,603 radio PSAs across three radio stations (See Exhibit 3).

ADDITIONALLY, THE CAMPAIGN EARNED

**2,424,722** ADDED VALUE  
DIGITAL IMPRESSIONS

WITH

**5,137** CLICKS, DRIVING  
A STRONG OVERALL  
CLICK-THROUGH  
RATE OF **0.21%**

A. BRIGHT IDEA ALSO TRACKED

**103** ADDED-VALUE  
TELEVISION SPOTS

**327** ADDED-VALUE  
RADIO SPOTS

THIS REFLECTS SPOTS THAT ARE NOT INCLUDED IN  
THE CONTRACT AND ARE DONATED.

#### Digital Advertising

The DEA 360 Strategy digital advertising focused on adults aged 18–64 years in Milwaukee. Digital advertising included e-mail marketing, desktop and mobile display, and video pre-roll.

- **E-mail marketing:** On June 30, July 21, and August 18, three e-mail blasts were sent out on Eventful, a leading digital media company that connects consumers with

### Exhibit 3. WakeUp Campaign Television and Radio Ads

CHANNEL	RUN DATES	TOTAL SPOTS	GROSS RATING POINT (GRPS)	REACH	FREQUENCY	IMPRESSIONS
WITI-TV	6/13–9/4	253	470.6	960,000	4.9	3,965,000
WISN-TV	6/13–9/11	162	428.7	839,000	5.1	UNAVAILABLE
WTMJ-TV	6/13–9/4	127	177.1	787,000	2.3	UNAVAILABLE
WMYX-FM	6/13–9/11	507	408.6	385,500	4.7	400,800
WXSS-FM	6/13–9/11	494	455.6	106,700	7.2	766,900
WRIT-FM	6/13–9/11	338	343.6	367,100	6.7	2,441,800
WLUM-FM	6/13–9/11	264	244.2	UNAVAILABLE	6.7	1,673,100

local events. In total, there were 300,000 impressions and 554 click-throughs.

- **Desktop and mobile display:** There were several forms of digital advertising used — these include display banners on WTMJ and desktop display, mobile display, and desktop press on CBS digital. Digital ads targeted adults aged 18–54 years, and 25–54 years with children aged 12–17 years. For example, digital ads were placed on familycircle.com and parenting.com.

In total, there were 1,112,827 impressions and 2,334 click-throughs. Digital banners, which were added value in this campaign, earned strong click-through rates (CTRs); similar placements are recommended for future campaigns. The campaign had a CTR of 0.20%.<sup>27</sup> Typically, a CTR above 0.10% indicates strong performance. The rate of 0.20% indicates a strong CTR. Overall, the mobile displays had the strongest CTR at 0.33% (see Exhibit 4).

### Click-throughs:

**Clicks on a link included in outreach material to a specific digital asset, such as a website. In this case, click-throughs were links back to the microsite.**

### Optimizing Paid Media Outreach Tactics

The following includes recommendations for optimizing paid media outreach in future public awareness campaigns.

- For digital banners, third-party ad serving is recommended for increased transparency and verification of ad performance.
- For particular digital advertisements, users should be directed to a specific page on the microsite or a click-to-call ad for 211 should be included. This user-friendly option will provide a more direct route to valuable resources.
- Additional digital advertising options, such as search advertising through Google, should be looked into. The microsites had a substantial percentage of visits coming from Google Search, and search ads could capitalize on persons looking online for information on prescription drug misuse or heroin use, potentially as a result of other campaign tactics. Placing advertisements on keywords relevant to this topic area and restricting the geographic location to Wisconsin could lead to an increase in visits to the microsites and their resources.
- An interview participant recommended considering digital advertising that would reach youth, such as a music platform.

### Exhibit 4. Digital Advertising Impressions and Click-Throughs

Vendor	Medium	Impressions	Clicks	CTR
WTMJ	Display banners	1,011,945	2,249	0.22%
CBS Digital	Desktop display	300,330	257	0.09%
CBS Digital	Mobile display	512,527	1,684	0.33%
CBS Digital	Desktop preroll	299,970	393	0.13%
		2,124,772	4,583	0.19%

<sup>27</sup> While the CTRs were good, analytics for the WakeUp-Milwaukee page were not running during the time of the WakeUp campaign. We have no corresponding website data to show the result of these clicks.

## Billboard Campaign

The goal of the billboard campaign, launched on December 5, 2016, was to increase the public's awareness of the risks inherent in the use and misuse of prescription opioid painkillers, particularly in southeast Wisconsin.

### Developing the Billboard Messages

The process for developing billboard messages was highly collaborative. Representatives from DEA, the other organizations sponsoring the billboard (CVS pharmacy, a local law firm, and a managed health organization), the media, and CBOs worked to craft a message that would "sell" and also be representative of the communities in Milwaukee. DEA presented the initial ideas for the billboard campaign, and the identified partners provided insight and input to tailor the messages for specific target audiences.

CCO would typically run three to four digital billboard messages at a time, which would rotate several times a minute. The digital messages would remain for two to three weeks, and then CCO would replace the creative asset to run another three to four messages for several weeks. A constant message that ran throughout the entire campaign, and continues to run, was the death count resulting from opioid overdose. This count was updated regularly by the medical examiner's office.

### Billboard Press Conference

The day after the billboard campaign launch, DEA held a press conference to introduce a coordinated message about combating prescription opioids and heroin in Milwaukee. The four primary speakers at the press conference were ASAC Bell; Ashley Pascavis, the pharmacy supervisor of CVS Health; Michael Hupy, the president of Hupy and Abraham; and David Ford, the president of CCO in Milwaukee. The press conference was held in front of a billboard, which provided great exposure for the campaign.

“Part of the reason why we wanted to put something on was because I felt that there wasn't a place for people to get information about preventing the issue. ... I'm a parent of small kids, and you look at the families that have been affected by it, and it's not discriminating ... there wasn't a lot of talk about it. I thought this could help show people like me where to go for resources. ... The ads that we ran were directing people to these websites to start showing people how to start talking to their kids and how to be an advocate.”

- Media Representative

### There were approximately 10 primary messages included in the billboard campaign to:

- 1) Inform the public of the risks of addiction to legitimate prescription opioids, heroin, and street fentanyl
- 2) Encourage dialogue with youth about the dangers of these substances
- 3) Increase patients' comfort and knowledge to have straightforward conversations with their physicians and dentists to seek alternatives to pain management for themselves and their children
- 4) Provide a message of hope for those who may be struggling with drug dependence

DEA sponsored one-third of the cost during the first eight weeks of the billboard campaign — CCO estimated that this was a value of \$159,600 (\$140,000 plus the value of bonus ads). During this time, there were over two million ads. CCO continued to run the campaign for the next eight weeks at a similar level. There



“The 360 Strategy had some very clear messaging that the DEA wanted to go into the community, and through a lot of conversations back and forth about what kinds of messages resonate with different audiences, I think we were able to come up with billboards that were a little less scared straight tactics and a little more how to find help. ... Being able to engage community-based partners who can say ‘that’s not the kind of message that the young people we work with will hear’ or ‘that’s not the kind of message that will resonate with parents’ —it’s an important process.”

- Community Respondent

were slightly fewer than two million ads during this time (see Exhibit 5 on the next page).<sup>28,29</sup> Since the end of the DEA contract, CCO has continued to run the ads at a reduced frequency (see Impetus for Change section).

**Impressions:** The number of times a person passed and potentially saw the billboard.

**Reach:** The percentage of people in the market that potentially saw the billboard at least once.

**Frequency:** The average number of times a person was exposed to the billboard.

The reach of these billboards was strong at 85 percent—this number represents the percentage of people living in this market who passed by a billboard at least once. Billboards typically reach 70 percent of a market, indicating that this campaign outpaced benchmarks. The frequency of 59.9 percent is also strong, meaning that people exposed to the billboard campaign saw it almost 60 times on average. As people are often exposed to billboards on their daily commutes, they could potentially see it every work day. A timeframe

<sup>28</sup> CCO donated five boards per day but added additional boards when they noticed available inventory. This was not formally recorded in any contracts with DEA.

<sup>29</sup> Grunert, J. (2017). What is a typical CPM? *Chron*. Retrieved from <http://smallbusiness.chron.com/typical-cpm-74763.html>

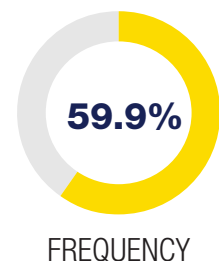
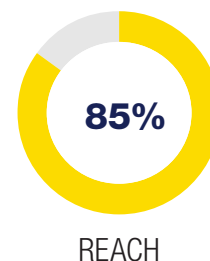
## DEA Billboard Campaign

- 10 messages
- 16-week campaign

## FIRST 16 WEEKS OF THE BILLBOARD CAMPAIGN REACH:

AVERAGED  
**28 BOARDS**  
PER DAY

TOTAL NUMBER  
OF ADS:  
**4,016,780**



**91,304,909 IMPRESSIONS**

## Exhibit 5. Value of WakeUp Campaign

	First Eight Weeks of the Campaign	Second Eight Weeks of the Campaign
Date range	12/5/16–1/29/17	1/30/16–3/26/17
DEA paid	\$23,800 1/3 of program costs	\$0 Managed Health Services paid for program, and included DEA and CVS logos on all copy
Value of programming	\$140,000	\$140,000
Value of bonus CCO provided on paper <sup>22</sup>	\$19,600	\$19,600
Number of ads that ran	2,028,543	1,988,237

of 16 weeks allowed for a significant amount of time to increase frequency.

### Billboard Message Call to Action: 211

A primary call to action on these billboards was to 211, the triage helpline associated with Impact, Inc., which is considered a central access point for people in need. They serve Milwaukee and the surrounding nine counties. Several days prior to the launch of the billboard campaign, ASAC Bell contacted Impact to determine whether they were interested in being featured in the ads. The goal of these billboard messages was to connect those in need with the appropriate services.

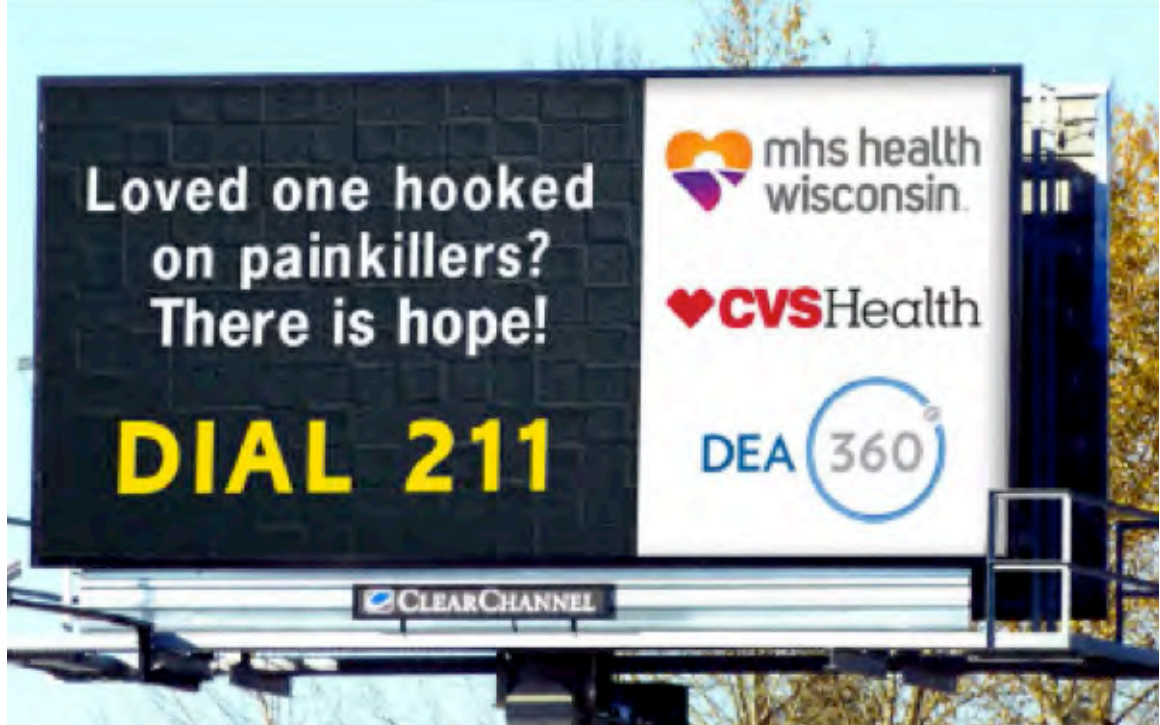
It was agreed that Impact's 211 number was:

- concise enough to include on digital billboards;
- well established in the communities trying to be reached; and
- equipped with a drug and alcohol unit that could accommodate calls related to opioid use.

While the overall increase in the use of the 211 number during this time cannot be solely attributed to the DEA 360 campaign since the referral source was not tracked, interview respondents anecdotally reported that they thought the billboard was responsible for this increase.

A representative of Impact stated that *"People who know me and my connection to 211 are always reaching out to say that they have noticed the billboards. The response has been overwhelming. I believe these billboards are making a significant impression in people's minds that they now know the first step toward seeking assistance."*

The year-over-year increases for 211 calls definitely suggest that the call to action on the billboards did have some influence on persons calling the alcohol and drug line. The greatest impact was actually seen the week of January 1-7, 2017, with 119 total calls and an increase of 32 percent over the same time period last year. It is possible that the combination of it being a new year, a time when people generally make health-based resolutions, and the billboards being present led to this increase. Future campaign efforts should potentially take advantage of the new year time period to promote messages of change and getting support.



Based on a call log from Impact, during the first eight weeks of the campaign, there was an **18 percent increase in the use of 211** over the same time period of the previous year.

## WHAT IS IMPACT 211?

- (1) An individual in need may call 211 and select a number indicating their primary need (e.g., drug and alcohol).
- (2) The individual can then be connected with a drug/alcohol specialist for a consultation. This will include questions to assess expressed needs, feasibility of attending services, and so forth. Questions include the following:
  - What were you hoping I could help you with today?
  - What are you using and for how long?
  - When is the last time you used?
- (3) Based on the consultation, the drug/alcohol specialist will either make a referral or a warm handoff for services. Impact relies on their database of over 5,000 organizations providing 2,500 different services.



## EARNED MEDIA

Early in the grant year, a collaborative team of DEA 360 partners, with PDFK, conducted a series of media visits with local TV and radio stations. These served as a catalyst to build positive relationships with news outlets in Milwaukee.

### News Coverage

*Time and time again we made comments to the media... We gave background that aired a number of times on a variety of opioid and heroin topics and cases. We used our enforcement successes and press releases and press conferences as platforms to not only talk about enforcement but also to talk about the problem—to raise the public's awareness.*

- DEA Representative

Earned media includes news articles or video segments available from online news sources. Most of these segments were either stories about the Milwaukee DEA 360 Strategy (the kickoff, Summit, or billboard campaign) or instances when the ASAC was quoted as an expert.

Overall, 29 media hits were identified.<sup>30</sup> The total reach of these stories, measured by Unique Visitors Per Month (UVPM), was 37,605,811. See Appendix C for a complete list of coverage.

**“Even if [ASAC Bell] wasn’t interviewed on camera, he played a role in helping bring the story to our attention or providing us with key information for reporting to our viewers.”**

- Media Representative

<sup>30</sup> A. Bright Idea was tasked with media tracking around campaign mentions from June through September 2016. They provided four reports that included campaign mentions in media outlets with the following data: outlet name, date of placement, headline, feature/placement type, and quote or citation. The community anti-drug coalition provided summary information about overall media impressions for the Summit. ASAC Bell also provided logs with some additional information about media outreach activities. ICF also conducted a limited media coverage search to include media hits resulting from ASAC Bell's outreach as cited in his log and details about media hits resulting from the Summit outreach.

The following DEA 360 Strategy activities received earned media coverage:

<b>CAMPAIGN KICKOFF ANNOUNCEMENT</b>		
TOTAL STORIES		5
TOTAL POTENTIAL REACH (UVPM)	4,455,626	
<b>KEY INFLUENCER SUMMIT</b>		
TOTAL STORIES		3
TOTAL POTENTIAL REACH (UVPM)	7,077,344	
<b>BILLBOARD CAMPAIGN</b>		
TOTAL STORIES		5
TOTAL POTENTIAL REACH (UVPM)	5,923,414	
<b>ASAC BELL'S OUTREACH/OTHER</b>		
(E.G., WHEN A FIELD AGENT WAS QUOTED IN A STORY)		
TOTAL STORIES		16
TOTAL POTENTIAL REACH (UVPM)	20,149,427	

Stories ran on all four Milwaukee network television websites and on the local newspaper's website.

- Milwaukee Journal-Sentinel online: three stories
- WDJT – CBS 58 TV: two stories
- WISN – ABC: ten stories
- WITI – Fox6 News: five stories
- WTMJ – NBC: four stories

## OWNED MEDIA

Three microsites were created for Milwaukee's DEA 360 Strategy: WakeUp-Milwaukee, Just Think Twice Milwaukee, and Get Smart Milwaukee.

The WakeUp-Milwaukee microsite was the primary destination for many of the digital advertisements, PSAs, and e-mail outreach efforts conducted by A. Bright Idea as part of their WakeUp campaign. This microsite served as a landing page for the additional microsites, as visitors could choose between Just Think Twice (targeted to teens) and Get Smart Milwaukee (targeted to parents, educators, and caregivers).

The Just Think Twice Milwaukee microsite was built primarily for teen audiences in the Milwaukee area. It includes facts about heroin use and prescription drug misuse, resources for users looking to get help, ways to get involved in community programs, true stories of people who previously abused drugs, and recent news regarding heroin use and prescription drug misuse in Milwaukee.

The Get Smart Milwaukee microsite was built primarily for parents, educators, and caregivers in the Milwaukee area. It includes a description of the heroin use and prescription drug misuse problem in Milwaukee, resources for persons looking to get help, ways to identify persons who may be abusing drugs, ways to get involved at the community level, and recent news regarding heroin use and prescription drug misuse in Milwaukee.

The microsites provide educational resources, information about controlled prescription drug misuse, links to treatment services, true-life stories about the effects of abuse, and local news about this issue.

The Google Analytics accounts for the three microsites were not enabled until August 23, 2016. This means that all data prior to August 23, 2016, including the bulk of the



---

**Microsite: An individual Web page or a small cluster of pages meant to function as a discrete entity within an existing website or to complement an offline activity.**

---

analytic data on the WakeUp campaign, was not available for analysis. Any insights will have to be taken with caution due to this gap in data. Information is presented in Exhibit 6 on the next page.

The overarching data indicate that microsite visitors did not spend much time on the WakeUp-Milwaukee website and exited the website at a very high percentage. This is not surprising, as the WakeUp-Milwaukee website functioned as a landing page for the additional two campaign websites: Just Think Twice Milwaukee and Get Smart Milwaukee. Visitors to the Just Think Twice Milwaukee website tended to visit multiple pages on the website, but did not spend much time on the website overall. This could indicate that site visitors did not find what they wanted or that the site overall did not meet their expectations. However, with such a low number of total visits, any conclusions must be viewed cautiously.<sup>31</sup>

## Acquisition

Visitors found the **WakeUp-Milwaukee** website in various ways but mainly through two sources: direct visits<sup>32</sup> and Google Search. Additional sources included arriving at the microsites through CBS digital advertisements<sup>33</sup> and [tpc.googlesyndication.com](https://tpc.googlesyndication.com).

<sup>31</sup> Direct visits are traffic where Google Analytics cannot determine a specific source.

<sup>32</sup> These tactics used trackable links, so Google Analytics could pick up their visits: CBSLocalPlus/Display and CBSLocalPlus/Video.

<sup>33</sup> This is traffic from a Google Advertising platform, but since the links used in the advertising tactics were not tagged, the specific source cannot be identified. This includes visits where a user may have typed the website address manually, had the address bookmarked, or where a user visited the WakeUp-Milwaukee website from an http website (source information is lost when a visitor goes from an http website to an https website).



Visitors entered the **Get Smart Milwaukee** website through two main sources: direct visits and the WakeUp-Milwaukee website. The WakeUp-Milwaukee website drove more traffic to the Get Smart Milwaukee website than the Just Think Twice Milwaukee website. This could be because on the mobile view of the WakeUp-Milwaukee website, the link for Get Smart Milwaukee appears first (users were more likely to click the first link) or because more parents, educators, and caregivers visited the WakeUp-Milwaukee website (making them more likely to visit the Get Smart Milwaukee website).

The way that users entered the **Just Think Twice Milwaukee** website was driven by three main sources: direct visits, the WakeUp-Milwaukee website, and Google Search. The WakeUp-Milwaukee website is a logical source of traffic, as it was the primary destination for outreach tactics and led users to the Just Think Twice website.<sup>34</sup>

See Appendix D for the top ten acquisition sources for each microsite.

## Social Media

There were only five visits to the microsites from a single social media platform-Facebook. This suggests that social media was not the main focus with regard to driving users to WakeUp-Milwaukee and other microsites.

<sup>34</sup> There were a few visits from the stage and development versions of the WakeUp-Milwaukee website. These sites, created so the developers of the websites could make and test changes before pushing them live, should not be considered legitimate site visits. Future campaigns should remove this traffic via Google Analytics filters.

## Exhibit 6. Overarching Engagement Data for Microsites

Microsites	Visits	Visitors	Average Time on Site	Pages per Visit	Bounce Rate
WakeUp-Milwaukee	829	783	0:52	1.38	84.30%
Just Think Twice	230	195	1:47	3.91	58.63%
Get Smart Milwaukee	439	371	3:34	5.02	51.49%

### Visits by Geographic Region

Overall, a relatively small percentage of visits to the three microsites were from Milwaukee—roughly 67 percent of visitors to WakeUp-Milwaukee came from Wisconsin and 19 percent came from Milwaukee. For Just Think Twice, 23 percent of visitors came from Wisconsin and 8 percent came from Milwaukee. For Get Smart Milwaukee, 36 percent of visitors came from Wisconsin and 13 percent came from Milwaukee. It is unclear where the majority of the visitors were located, or why there was a high percentage of out-of-state individuals visiting the Milwaukee microsites.

### Navigating the Microsites

The majority of page views on the Just Think Twice Milwaukee microsite were on the Homepage. However, 5 to 7 percent of visitors accessed the Resources, Facts, and Get Help pages.

The vast majority of visitors to the Get Smart website (27.7 percent) entered on the Homepage. The second most popular landing page was the Tyler Lybert True Story page (see page 12). Pages such as Get Help and Resources were not popular landing pages. Approximately 6 percent of visitors went to the Problem and Find Treatment pages. In future campaigns, informative and actionable pages such as these should be promoted directly, so users can access them more easily.

### Partnership for Drug-Free Kids Microsite

The PDFK provided data on visits from Wisconsin to the Pact360.org DEA 360 website from January 1, 2016, through July 18, 2017. While not directly associated with the Milwaukee 360 Strategy effort, analytic data from the Pact360.org website effort provides valuable information about Wisconsin residents accessing important DEA 360 educational information from this website.

There were a total of 85 visits from Milwaukee to the Pact360.org/dea360 website.

### Limitations Based on the Microsite Data

- While the WakeUp-Milwaukee microsite was the primary destination for many of the digital advertisements and PSAs for this campaign, it did not seem to garner a significant amount of traffic overall. However, since the Google Analytics was not enabled until August 23, 2016, it is difficult to determine just how prevalent this issue may have been.
- Although WakeUp-Milwaukee served as a landing page to the other two microsites, it may have been an impediment for users to have to go through an additional click, after having just clicked on an advertisement, to get to the appropriate website for their needs. Future website campaigns should consider directing users to a tailored microsite directly, instead of having them go through a landing site/page.
- There appeared few visits from news websites or news sources despite media coverage of the campaign occurring throughout. It is possible that news media did not prominently mention the URL to any of the microsites.
- Geographically speaking, visits from Milwaukee and the surrounding areas to the microsites were not as high as anticipated, with most visits coming from elsewhere in Wisconsin or outside the state.

### Recommendations for Future Microsites

- All outreach tactics should use Google Campaign Links with Urchin Tracking Module (UTM) parameters so that individual tactics or ads can be analyzed for effectiveness.
- Use Google Tag Manager to set up events on microsites. Events are custom metrics that you tell Google Analytics to collect. Some events that would be of use to the campaign include outbound link clicks (clicks from a microsite to another website) and PDF downloads (how many materials were downloaded from the microsite).



## SHARED MEDIA

### Social Media

A. Bright Idea monitored social media platforms for the campaign hashtags #DEA360 and #DEA360Strategy. However, social media analytic data from A. Bright Idea was not limited to the Wisconsin region. In order to gather social media data on Wisconsin only, ICF used Crimson Hexagon<sup>35</sup> to conduct a scan of the hashtags #DEA360Strategy, #DEA360, or #360Strategy between February 2016 and February 2017. The following is the information acquired from the scan, which identified activity only on Twitter and no other social media sites:

- Forty-seven tweets included the relevant hashtags during the designated time period.
- The greatest spike was during the Summit—39 tweets included the relevant hashtags.

<sup>35</sup> **Crimson Hexagon** is a social listening tool that allows one to search either a social account or topic/keywords to determine what is being said about an account/brand/topic and who is engaging in the conversation. It goes deeper than traditional social media analytics (e.g., likes, shares, engagement rate) and instead provides actionable insights to answer strategic questions, discover new trends in the conversation, help and organization to better understand your audience, or identify content options to drive up engagement.

**Potential Twitter Impressions: Calculated by summing the total followers of each Twitter author for a specified topic and time period.**

- In total, 26 unique users used these hashtags.
- The top 10 influencers accounted for 40 of the 47 tweets (85 percent). The top 10 influencers were as follows:
  - @cathymanthei—13 tweets (Pastor, Wisconsin)
  - @SafeSoundInc—6 tweets (Safe and Sound)
  - @NorthShoreFire—4 tweets (North Shore, Wisconsin Fire/Rescue)
  - @CA\_PPI—4 tweets (Community Advocates Public Policy Institute)
  - @kmsanders—3 tweets (Executive Director of Safe and Sound)
  - @Pruiz1Ruiz—3 tweets (Community Outreach Manager for the City of Milwaukee)
  - @hopefulbones—2 tweets (medical professional)
  - @Comm\_Advocates—2 tweets (Community Advocates)

- @ARC741—2 tweets (Addiction Resource Council, Inc.)
- @WisDOJ—1 tweet (Wisconsin Department of Justice)
- The total potential impressions of these Twitter hashtags were 37,460.
- Pictures of the digital billboard campaign were sometimes shown with #DoseofrealityWI, which was a separate state-level effort. There were 114 posts including this hashtag with a reach of 396,416. See page 32 for a related image.<sup>18</sup>
- DEA360Strategy/DEAHQ/CADCA and Milwaukee were the most common keywords and topics.

<sup>18</sup> The Crimson Hexagon search conducted by ICF was limited to Wisconsin. Tweets from individuals outside of Milwaukee, such as @CADCA, did not appear in the search results.





## Summary

DEA 360 relied on a multimedia approach to marketing and media outreach in order to affect the public's perceptions and behaviors related to opioids. These strategies overlapped between the national and local partners. DEA 360 relied on four kinds of media—**paid, earned, owned, and shared**. These types of media spanned a variety of mediums including TV, radio, online/digital advertising, online and print articles, websites, and digital billboards.

Early in the process, DEA established a positive relationship with the local Milwaukee media (TV and radio) to encourage collaboration by providing experts and promoting stories with appropriate messaging. This relationship has been ongoing beyond the scope of the one-year implementation period; the media representatives still rely on the experts, and the billboard campaign is still active. See the Impetus for Change section for more information about the outreach efforts that have occurred after the implementation period.

Overall, the media strategies had a wide reach on the Milwaukee community:

- There were 224 PSAs between April and December 2016. Between January and June 2017, Milwaukee television stations aired 758 spots with an estimated value of \$82,937. These PSAs focused on youth and adults: Mind Your Meds; identifying the Partnership as a resource for families; and Above the Influence.
- During the WakeUp Campaign (June through September 2016), there were

542 television spots and 1,603 radio spots; the campaign earned 2,424,722 digital impressions.

- The first 16 weeks of the billboard campaign generated more than four million digital ads with an 85 percent reach in the city of Milwaukee. In conjunction with the launch of the billboard campaign, the calls to 211, the local triage helpline, increased 18 percent as compared to the 8 week time period of the previous year.
- There were at least 29 media hits identified from online news sources. These focused on DEA 360 events such as the Summit or billboard campaign. In addition, ASAC Bell was regularly called on to provide a quote or information for articles.
- Three primary microsites were associated with the campaign: WakeUp-Milwaukee, Get Smart About Drugs, and Just Think Twice Milwaukee. Google Analytics are available for a limited timeframe, which makes it difficult to determine the actual reach or impact of these sites.
- Although social media was generally underutilized through the DEA 360 Strategy in Milwaukee, there were 47 tweets using #DEA360Strategy, #DEA360, or #360strategy. Thirty-nine of these tweets (83 percent) were posted during the Key Influencer Summit on June 15.

The outreach efforts were aimed at awareness building (e.g., the risks associated with using opioids) and promotion of resources (e.g., call 211 if



you need help). While the messages were relatively consistent, there was a multitude of channels and campaigns distributing these messages, which often made the branding—or identifying where DEA 360 started and stopped—challenging for the public. See the Lessons Learned and Recommendations section for additional insights into strategies for streamlining communication and outreach efforts.

### Facilitators and Barriers

Impact's three-digit help line (i.e., 211) offered simplicity, ease of advertising, and easy recall by the public. CCOs coverage of the 360 messaging on up to 28 billboards per day facilitated an increase in calls to 211 during the billboard campaign period.

Community respondents also pointed to a number of barriers related to the implementation of the Marketing and Media Outreach. A few respondents described the lack of time to plan for their involvement in the program as a challenge. As an example, advertising of Impact's 211 line occurred just days after the initial conversation, which left little to no time to prepare its alcohol and drug specialists, particularly those who work part-time and infrequently, for the potential influx of calls.

Although the Milwaukee 360 Strategy microsite ([wakeup-milwaukee.com](http://wakeup-milwaukee.com)) was developed, respondents indicated that dissemination was limited. While the microsite was helpful for raising awareness among partners, it was infrequently used by the public. Interview respondents commonly said that the microsite also competed with other websites, such as Just Think Twice Milwaukee ([justthinktwice.com](http://justthinktwice.com)) and Get Smart Milwaukee ([getsmartaboutdrugs.com](http://getsmartaboutdrugs.com)), and with other campaigns, such as Dose of Reality and Operation Prevention.



# TRAINING AND EDUCATION

The DEA 360 Strategy used training and education opportunities to motivate a change in people's attitudes, perceptions, and knowledge related to the opioid epidemic in Milwaukee. The following section is based on quantitative metrics gathered from PDFK, the DEA Foundation's YDP, and qualitative interviews. These training and education opportunities—train-the-trainer events, professional presentations, and the DEA YDP—were aimed at raising awareness about the opioid epidemic among adults and youth. This section describes who has been trained and the impact of training and education on adults and youth in Milwaukee.

DEA 360 used several strategies to educate youth and adults about the opioid epidemic in Milwaukee. This included two train-the-trainer events, several professional presentations, and the DEA YDP. The intended outcome of these trainings and the dance program was to provide education opportunities to adults and youth to understand the problem of opioid addiction.

## PDFK TRAINING OF TRAINERS

Partnership for Drug-Free Kids provided two TOT events to the community titled Heroin + Other Opioids: From Understanding to Action.

- A total of 35 individuals representing approximately 28 organizations were present at the TOT events.
- Attendees of the TOT events represented DEA 360 partners, civilians, prevention organizations, treatment providers, law enforcement, and the city health department.

The PDFK TOT events aimed to encourage participants to share the information learned at the event with the individuals in their communities.



The TOT was intended to:

- Teach individuals in the community how to conduct a drug prevention presentation;
- Provide instruction on how to train others to give a drug abuse prevention presentation; and
- Provide participants with a PowerPoint slide deck and support materials to deliver drug abuse prevention presentations.

Training participants were encouraged to tailor the PowerPoint presentation to their location and for the individuals with whom they interact—there was no expectation of fidelity to the content shared. At the conclusion of the training, it was expected that each attendee would have the knowledge, tools, and confidence to train others in their community.

There was no planned local follow-up with TOT participants. TOT participants were sent

a follow-up survey to gather feedback on how they had used data since the training; however, few people responded to the survey.

## PROFESSIONAL TRAININGS OR PRESENTATIONS

ASAC Bell participated in a number of community trainings or presentations for various professional audiences including prevention specialists, police officers, and first responders (see Exhibit 7).

### Exhibit 7. Professional Trainings or Presentations

Date	Presentation	Audience
Spring/Summer 2016	DEA Milwaukee personnel presented at Pharmaceutical/Opioid/Heroin Training.	State and local law enforcement officers
May 5, 2016	ASAC Bell and Supervisory Investigator, Kathy Federico, from the Milwaukee field office presented on DEA priorities and 360 Strategy as part of a panel discussion at Alliance for Wisconsin Youth/Partners in Substance Abuse Prevention Training Seminar, Brookfield, WI.	Drug prevention and treatment specialists
May 13, 2016	DEA, United States Attorney's Office (USAO), and HIDTA cosponsored a one-day training (Heroin Update: Prescription Drug Diversion and Overdose Investigations). ASAC Bell made opening remarks.	140 state and local police officers
November 21, 2016	Presentation and discussion with youth at the COA Youth Family Center. Topics included the DEA's mission; DEA service to the community; opioids, heroin, and fentanyl issues; violence; broader law enforcement-community relations; planning for their futures; and making good decisions.	15 at-risk Milwaukee males, ranging in age from 16 to 20 years of age
June 26, 2017	ASAC Bell conducted clandestine laboratory and fentanyl awareness for first responders training in Waterford, WI.	41 first responders

## Potential TOT Challenges and Recommendations:

- (1) DEA and PDFK should determine the ideal participants for these trainings and tailor the content accordingly.
  - a. Many of the representatives at the training were “boots on the ground” people who do not have expertise delivering training material. The lack of additional trainings may be the result of a lack of comfort delivering the content, not a lack of interest. DEA should consider selecting participants who are equipped to disseminate this information to their communities.
  - b. It is possible that the content may have been viewed as too basic for someone with more experience in the field of opioid misuse prevention.
  - c. DEA may consider strategies to develop presentation and facilitation skills among training participants to ensure that the content is being delivered in an effective manner.
- (2) Given the variance in computer literacy among training participants, DEA should consider giving trainers a flash drive of the material so they can bring it to different locations.
- (3) To encourage training participants to continue to edit and update their slides with relevant information, DEA should provide updates and new resources as they become available.
- (4) In addition to the PowerPoint, participants may benefit from a more comprehensive toolkit that includes frequently asked questions, talking points, or handouts so they can conduct a more comprehensive training event.
- (5) Generally, there has been little to no follow-up with training participants. Following the training, there should be opportunities to keep participants engaged in the topic so that they continue to build their knowledge base. This would also help to provide context for the scope of how the training material is being used in the community.

## The Benevolent and Protective Orders of Elks: National Drug Awareness Program and the DEA 360 Program Collaboration

- As the largest volunteer drug awareness program in the United States, the program relies on state, district, and Elks Lodge volunteers to promote a drug-free lifestyle.<sup>36</sup>
- Elks partners with federal agencies, including DEA, Office of National Drug Control Policy, Substance Abuse and Mental Health Services Administration, and national organizations.
- Every year, the Elks Drug Awareness Program hands out more than seven million pieces of anti-drug literature to parents, teachers, and kids.
- There are currently 29 lodges in the state of Wisconsin. In early 2016, the national director for the Elks contacted the state chairmen in the DEA 360 pilot communities to inform them of the initiative.
- Two representatives from the Milwaukee Elks and Wisconsin Elks attended the TOT event on March 16, 2016.
- Following the TOT, they conducted two additional trainings for approximately 30 individuals through the state committee meeting. In addition, representatives from the Elks have distributed materials, though not through formal trainings.

<sup>36</sup> Elks Drug Awareness Program (n.d.). *About the Elks National Drug Awareness Program*. Chicago, IL: Organization. Retrieved from <http://www.elks.org/dap/aboutDAP.cfm>



## The DEA Youth Dance Program instills important lessons related to the following:

- Team-building
- Building confidence
- Expressing yourself through movement
- Staying healthy through a drug-free lifestyle



## DEA YOUTH DANCE PROGRAM

The DEA YDP, a part of the DEA Educational Foundation, was established to empower kids by providing a free and positive afterschool alternative to drugs through the fun, healthy, and expressive art form of dance.

This reach occurred through two methods:

- (1) Exciting and interactive professional performances where students received important messages about the importance of staying drug-free and healthy. Students learned about working as a team, taking positive risks in trying something new, and the power of dance to bring joy through physical movement.
- (2) Free dance class series offered in a safe location. Students had the opportunity to work with mentors and focus on working in a positive environment with peers, resisting peer pressure, building self-confidence, and participating in a healthy activity.

Though not a typical drug education class on the science and stats of drug abuse, the YDP serves as a vehicle to empower kids and teach them focus and discipline. It gives kids the opportunity to express their emotions in a healthy way through dance.

As a youth participant noted, *“The class was so fun and exciting. We would talk about it all day—like ‘ohh I can’t wait to go to dance*

*class’... It was good for health and good to have fun and learn and try different stuff.”*

### DEA contracted two dance companies to participate in this effort:

- Ko-Thi, an African dance company, worked with DEA YDP in the spring of 2016. They expressed a strong desire to bring dance as a positive outlet to the community. Ko-Thi brought African dance culture to the Boys and Girls Clubs and worked with the kids on self-expression, focus, and teamwork. Ko-Thi presented a total of two professional dance performances, two 12-week classes in the spring, and two final demonstrations.
- During the summer and fall, DEA partnered with Hip Hop ConnXion (HHCX). HHCX was formed in 1999 with the primary goal of inspiring others to be their best selves and educating youth to make positive choices by being role models within the community. HHCX conducted two abridged dance classes, and students were given YDP t-shirts and certificates to mark the completion of the program.

### Feedback on the YDP

The program was incredibly well received by the adults who worked directly with the youth. While some students chose not to participate, this was largely because they wanted to participate in other activities, such as basketball.

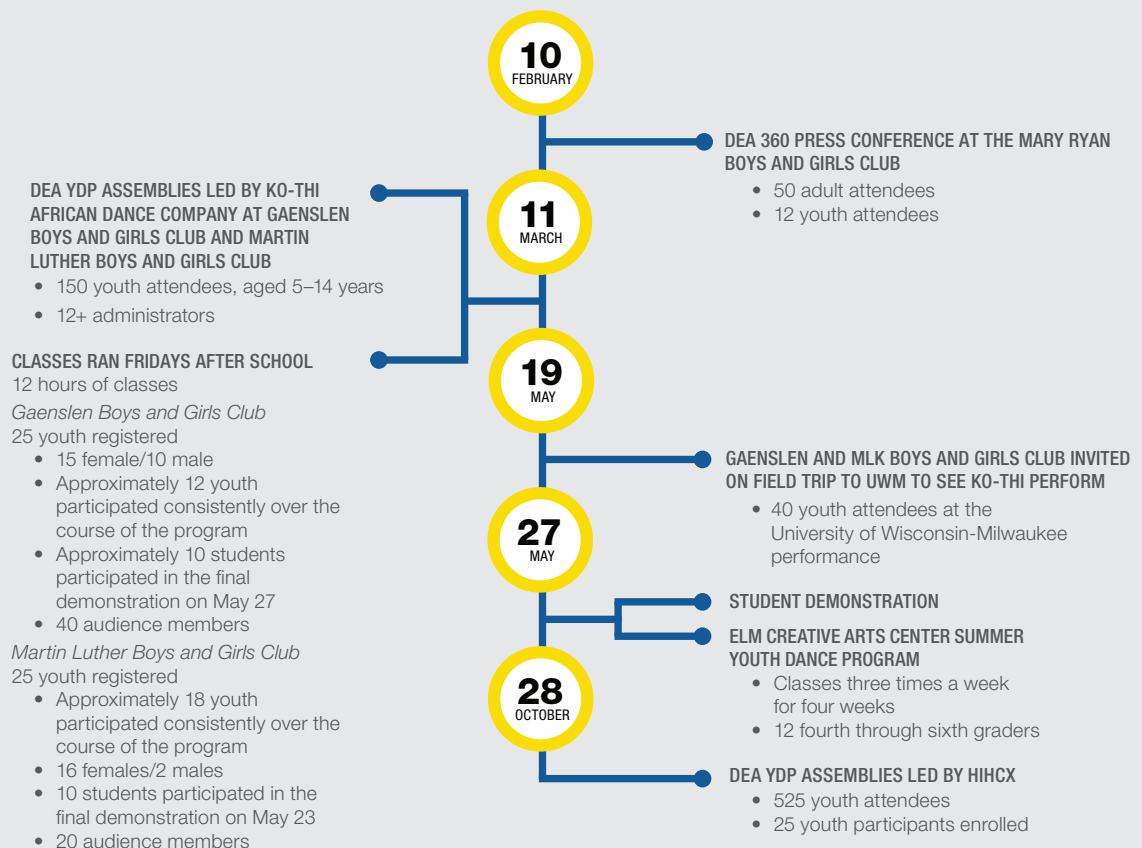
**A principal at a local center noted the following:**

Your program is greatly appreciated for giving our students such a wonderful opportunity to continue what we do during the school day—use an art form to educate them on important topics. Integrating dance with learning how to resist drugs and violence was a great extension to the school day and much needed in our school community.

**A dance instructor noted:**

Another great part about that presentation was seeing how a lot of these kids wanted to chat with the

dancers, get autographs, and even wanted the dancers to come to their houses to hang out after school with their parents and family. This was not only inspirational for the kids but also inspirational for my dancers, too. Definitely a win-win. I believe what we do is definitely beneficial and important for the growth, development, and prevention of negative behavior from the kids as they get older. It all starts at a young age, and if we get to them now, we may have a positive influence which in turn will have a positive outcome for some of these kids. We may not be able to save all the kids, but if we can save at least one, it's worth it!



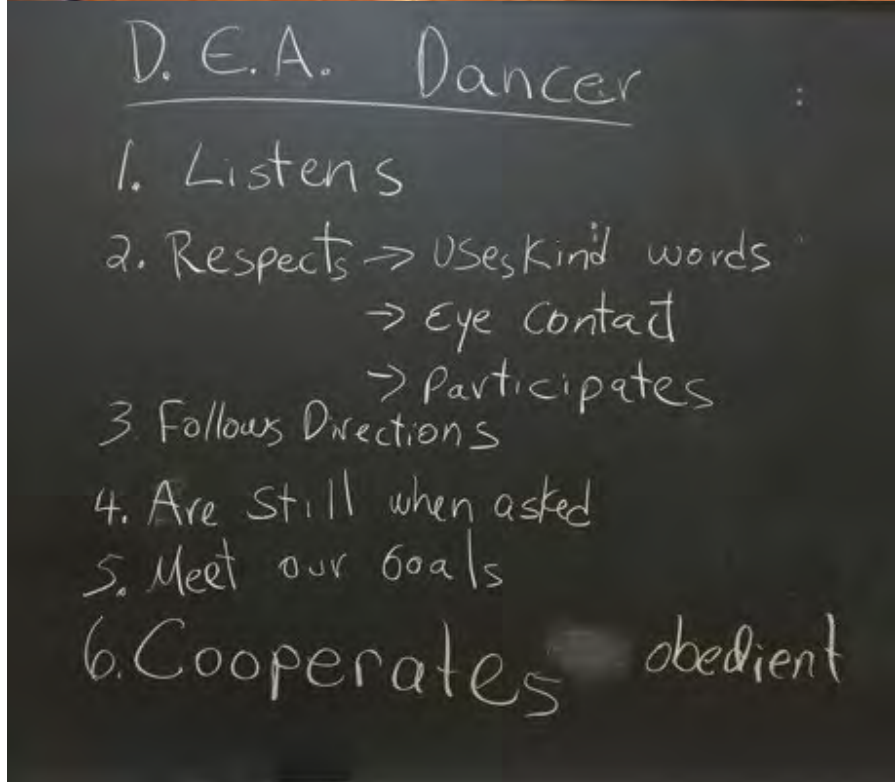
Teachers at one of the schools also noted that students who participated in the program “seemed better about coming to school because it gave them something to look forward to, made friends with students from other classes as a result of the program, brought the message home and shared it with their families.”

On the previous page is a timeline highlighting the key events and the number of participants at each YDP event:

### Influence on Youth Participants

The YDP was intended to help youth:

- Learn about **healthy behaviors** and reasons to avoid unhealthy behaviors. They learned that dance is a good way to commit to a long and healthy life and avoid drugs, drinking, or smoking. The dance instructors were positive role models of healthy and productive adults.
- Facilitate partnerships with Ko-Thi and HHCX for new creative and cultural opportunities. Youth were exposed to various types of dance and music (e.g., African and Hawaiian). This also served as an educational **opportunity** to learn about different cultures; one youth described this as a cool history lesson.
- Participate in a final performance to demonstrate what they learned to their family and peers. One participant noted that he felt a strong **sense of pride** when he looked out on his parents’ faces.
- Develop important **coping strategies** to deal with making a mistake or overcoming peer pressure. The YDP instructors encouraged students to try hard but also to just keep going if they made a mistake.
- One participant said that he felt like having the dance program in his school really showed that **people care about him** and his peers and wanted them to have an amazing opportunity.



## Summary:

Training and educational opportunities were provided to youth and adults. This primarily occurred through TOT sessions led by PFDK, professional presentations, and the YDP.

- The TOT sessions were intended to reach professionals who could present information to their constituents or peers. Approximately 35 individuals were trained and provided with a customizable PowerPoint presentation. There is little feedback to know the impact of these trainings. Several training participants expressed concern that the content and expectations were not appropriately matched for the audience.
- ASAC Bell was responsible for conducting a series of presentations. Several hundred people participated including first responders, police officers, and prevention specialists. The goal was to increase knowledge related to the opioid epidemic.
- Approximately 65 youth aged 5–14, participated in one of the four dance programs offered by the YDP. The dance program aimed to address multiple perspectives of the young person's well-being by promoting a healthy lifestyle, valuable coping strategies, and exposure to different cultures. The YDP was well received by the professionals and youth.

## Facilitators and Challenges

Several respondents viewed the TOT event and slides as a **challenge** to the training and education component of the community outreach in Milwaukee. More specifically, respondents commented that the event would have been more useful if DEA had partnered with a CBO to plan the TOT, developed a toolkit of resources for attendees, and marketed the event to individuals/organizations not already engaged in that type of work. Further, response rates to the follow-up survey were very low.

Establishing a relationship with the Boys and Girls Club **facilitated** the program's ability to reach at least some youth in the targeted schools. After unsuccessful attempts to partner with the Milwaukee Public Schools, ASAC Bell reached out to the Boys and Girls Club. The organization agreed to offer the YDP to youth as part of its afterschool program in the targeted schools. In addition, the Boys and Girls Club made its gymnasium available for the kickoff meeting. Although they had the support of several strategic partners in the community, the effort lacked the support of the Milwaukee Public Schools. ASAC Bell made several attempts to partner with the schools, but the schools never committed to the effort. As a result, access to youth in targeted schools was limited to only those involved with the Boys and Girls Club.



# IMPETUS FOR CHANGE

## IMPACT ON THE COMMUNITY

The following section outlines instances of continued efforts related to combatting the opioid epidemic in Milwaukee that resulted from DEA 360, both indirectly and directly. Interview respondents considered DEA 360 a strong catalyst for creating a change in perceptions and attitudes related to the opioid epidemic in Milwaukee. The items mentioned below primarily occurred after the DEA 360 implementation in Milwaukee ended, between March and July 2017. These efforts highlight sustainability and the lasting impact on the community.

*"The 360 strategy started a lot of things that it didn't finish, and that's okay. It got together a group of people. I can now call the ME's [medical examiners] office and say 'Where are we up to with a year-to-date [overdose] total?' and 'Are the people who are overdosing from the city or are they coming in from other counties?' So, I have a relationship with the ME's office that I didn't have before. I have a relationship with the medical society that I didn't have before. From an organizational perspective, the networking opportunities that the 360 Strategy created is priceless. For the city as a whole, we now have a group of people who are educated and aware and motivated to work together. There is a lot of work that needs to be done and there are a lot more pieces to it, but I think the way that the DEA 360 Strategy was set up, so that it did bring in all of these different sectors, and put everyone on the same page, has tremendously changed the dynamic, in just a year, here in Milwaukee." - Community Respondent*

### PARTNERSHIPS AND COLLABORATION

The collaboration started during the DEA 360 approach was the impetus for the creation of a **City-County Heroin, Opioid, and Cocaine task force in January 2017**.<sup>37</sup>

- Alderman Michael Murphy sponsored legislation creating the task force. Its goals include coordinating a sustainable public awareness campaign around destigmatizing addiction, identifying additional funding sources for opioid misuse prevention and treatment, and streamlining data needs to reduce duplication.
- Rather than competing for limited resources, the task force combines city and county resources.

The City of Milwaukee, the Medical College of Wisconsin Department of Emergency Medicine, and the Zilber Family Foundation have jointly sponsored the **Milwaukee Community Opioid Prevention Effort (COPE)** to understand the

<sup>37</sup> Murphy, M. J. (2017, Jan. 23). Common Council greenlights creation of Heroin, Opioid and Cocaine Task Force. City of Milwaukee News Release. Retrieved from <http://city.milwaukee.gov/ImageLibrary/Groups/ccCouncil/2017-PDF/News-Releases/District10/10-0119-drugtaskforce.pdf>



data and provide resources on the opioid and heroin problem, particularly in Milwaukee County.

- COPE promotes evidence-based approaches to county and city policymakers, researchers, and clinical care providers with the overall goal of reducing opioid-related overdose deaths. This project aims to use public health and data sciences to promote data-driven targeted prevention efforts for a measureable impact in the Milwaukee community. Greater understanding, based in data and evidence-based practice, of the complexity of the opioid problem leads to a comprehensive, multidisciplinary, and multifaceted approach to prevention. COPE project has used existing literature and needs assessments in broadening the understanding of the opioid problem.
- COPE has created community resources disseminated through social media, news media, and a Community Resource Inventory.<sup>38,39</sup>

Funding was allocated for a **local epidemiologist** to conduct an in-depth study of the causes and patterns of opioid deaths in the county so that resources could be executed appropriately.

- A total of \$150,000 was raised from multiple sources, including a private philanthropy, the Milwaukee Medical College, and the City of Milwaukee. The goal is to sustain this position moving forward.

ASAC Bell was invited to present at the **Governor's Opioid Task Force Board** (October 28, 2016) and the Wisconsin Controlled Substances Board (November 15, 2016).

- On June 21, 2017, Wisconsin General Assembly unanimously passed AB335. This bill would completely control all fentanyl substances (except those with legally

accepted medical applications) if signed into law. This legislation is currently under consideration of the Wisconsin Senate.

- U.S. Senator Ron Johnson introduced the Stopping Overdoses of Fentanyl Analogues Act (SOFA). This legislation is based on the state-level legislation (AB335). If passed, law enforcement can more successfully combat the opioid epidemic by closing a loophole in current law that makes it difficult to prosecute crimes involving some synthetic opioids.<sup>37</sup>

## MARKETING AND MEDIA OUTREACH AND AWARENESS

The following is a result of the success in the Milwaukee market with the billboard campaign:

- Since March 2017, the billboards have been running in Milwaukee free of charge; CCO has continued to include DEA and CVS logos on the messaging. There are an average of five boards up at any one time per day. There is an 85 percent reach and 16.6 frequency, with a total of 16,304,448 impressions. This values \$70,000.
  - Despite the overall reduction in the number of billboards on a daily basis, 211 has continued to see a small increase in the number of drug- and alcohol-related calls to their helpline.
- CCO has pledged financial support to continue to run the billboard campaign at a reduced rate. Given the success of the initial billboard campaign, DEA has committed to an additional year in Milwaukee.
- CCO will be bringing similar messages to the Chicago and Minneapolis markets. DEA has already committed to 12 weeks in Chicago. The goal is to regionalize the program.

Hearst has launched a comprehensive State of Addiction Campaign:

<sup>38</sup> Milwaukee College of Wisconsin. (2017). *Milwaukee Community Opioid Effort*. Milwaukee, WI: Author. Retrieved from <http://www.mcw.edu/Emergency-Medicine/Milwaukee-COPE.htm>

<sup>39</sup> Milwaukee Community Opioid Prevention Effort. (n.d.) *The opioid epidemic*. Retrieved from <https://mkecope.com/portfolio/the-opioid-epidemic/>

<sup>37</sup> Ron Johnson: U.S. Senator for Wisconsin. (2017). *Johnson introduces SOFA Act to combat opioid epidemic*. Retrieved from <https://www.ronjohnson.senate.gov/public/index.cfm/2017/7/johnson-introduces-sofa-act-to-combat-opioid-epidemic>

- The DEA 360 Strategy connected Hearst Television and PDFK to launch a nationwide State of Addiction education program.
- Beginning in January 2017, Hearst Television and PDFK partnered in a year-long, multiplatform news and investigative series examining the opioid problem in the United States. The series will air in Hearst Television's 26 media markets, including WISN-ABC in Milwaukee. The goal of this series is to bring awareness to the national problem affecting local communities through news coverage and community education. State of Addiction will focus on the origins of the opioid problem, treatment, government engagement, recovery stories, and people affected by the crisis through multiple platforms. These include television specials, Facebook Live chats, online and social media resources, public service announcements, investigative reporting, a nationally focused documentary, and pill-collection efforts in Hearst Television's media markets.<sup>40, 41</sup>

## TRAINING AND EDUCATION

As a result of their work with DEA 360, Safe and Sound applied for a grant from a local organization to create a music video written by young people highlighting the dangers of Lean (promethazine) and what it means when you drink it. In addition, they created a series of hand cards about Lean and an opioid brochure.

- H2O teamed up with Safe and Sound to address the dangers of drinking Lean, a street cocktail made from prescription cough syrup (codeine or promethazine) mixed with soda and candy. They worked with students at Synergy High School to create a message about the dangers of the drug and how becoming addicted can destroy

“[There was a] frustration with the lack of executive leadership in the Milwaukee area. ... These were issues that were not really on top of their agenda. ... The fact that we are facing the largest number of people dying in our county—it’s really a public health epidemic—but we are not putting the financial resources towards fighting the problem ... 360 helped to facilitate that discussion.”

- Local Politician

your life. The video “Don’t Fall for the Lean” can be found at <https://www.youtube.com/watch?v=47hk5Z3b4iU>.

PDFK has continued to make modifications to their training module.

- Since Milwaukee, PDFK has made revisions to the training to address gaps. These changes include the following:
  - Creating several local slides in the presentation to highlight what is going on in the state;
  - Creating a second presentation aimed at parental communication;
  - Adjusting registration to use Eventbrite to gather the registrations in a more systematic way; and
  - Moving the content from the Pact360.org website to the main drugfree.org website and updating the content to reflect recent stats.

<sup>40</sup> PR Newswire. (2017). *Hearst Television to address America's opioid crisis with special multiplatform initiative "State of Addiction."* Retrieved from <http://www.prnewswire.com/news-releases/hearst-television-to-address-americas-opioid-crisis-with-special-multiplatform-initiative-state-of-addiction-300389337.html>

<sup>41</sup> Milwaukee market: <https://www.hearst.com/broadcasting/our-markets>

# LESSONS LEARNED AND RECOMMENDATIONS

Several key lessons were learned from compilation and analysis of data to assess the DEA 360 Strategy implementation in Milwaukee. Note that some lessons learned were stated by interview respondents, whereas other lessons learned are those observed in the data.

## 1 **Holistic approach to DEA 360 was an asset to the strategy**

Interviewees noted the importance of engaging multiple sectors—law enforcement, prevention, medical community, and media—in the DEA 360 Strategy in Milwaukee from the outset of the program. This allowed time to determine what each organization could contribute and to ensure that all of the right players were included. As one participant noted, partners can use this initial start-up time to establish a mutually agreed upon goal and messaging that will resonate with the communities they serve. Interviewees cautioned DEA about becoming too prescriptive with what needs to happen in the community. Outside organizations seemed very receptive to the collaboration that was embedded in the 360 approach. As several interviewees noted, the media stations were particularly amenable to the diversity of the group who attended the media visits. The variety of high-level professionals involved—ranging from federal law enforcement to the local medical society—demonstrated to stakeholders and the public that this was a critical issue with wide-reaching support.

### **Finding the balance**

Interviewees emphasized the importance of finding a balance between the DEA priorities/law enforcement perspective and the prevention organizations, which often took a public health perspective. As an interviewee noted:

“We are all coming to the conversation from very different angles and our objectives are very different ... so trying to understand how we take a framework, or an umbrella concept and implement it within our various structures is something that I think

# 2

everyone at the outset of 360 should be very aware of ... 360 was well thought out—it has the three pillars. And I think DEA is really comfortable talking about diversion and enforcement, but community outreach is not exactly their focus. Community engagement is not necessarily the role of the DEA. Having community-based organizations who know how to work with law enforcement was a benefit to us. We understand what law enforcement is trying to achieve”.

Interviewees applauded DEA for recognizing that community outreach is a critical piece of the puzzle. As two participants observed, “They cannot arrest their way out of this mess.” By entrusting the local CBOs that were most familiar with the needs and history of the community, DEA 360 was able to find the right balance between enforcement and engagement.

# 3

## What's next?

Interviewees who attended the Key Influencer Summit described it as an important catalyst for change in the community; they agreed that this forum was engaging and encouraged networking among the partners. However, several participants also noted that the Summit did not have next steps, and the progress that was made in other sectors since the time of the Summit is unclear. To address these issues, participants recommended allowing time for an “action item session” where individuals can take ownership of certain tasks and can establish next steps as a cohesive group. Similarly, to keep the momentum of the initial group, one participant suggested a second summit or regular meetings to provide cross-sector updates.

## Sometimes, it just takes the right people

When asked about the facilitators for this work, several of the respondents pointed to one or two key people who were champions for this work—like ASAC Bell, who was a great communicator and genuine about his work; an executive at a local CBO who could identify and gather the right key players; and someone at a media company who used her work to implement a “make a difference” program. DEA 360 relied on these people to quickly navigate multiple systems within a complex community; throughout all of the interviews, they discussed the passion and dedication that was witnessed. While the DEA 360 program was aimed at a community, several interview respondents talked about the critical role that these community champions have in driving the effort forward.

# 4

# 5

## Breaking down the stigma

Interviewees discussed the role of stigma in combatting the opioid epidemic in Milwaukee. It poses a challenge in securing funding and resources to address this issue. As one respondent highlighted:

“If this was Zika virus, and I told you 888 people were dying in three years, it would be a different amount of resources—locally, federally, and at the state level—going in to this issue. But because of the stigma associated with people dying of heroin or opioids, I don’t think resources have gone into it like it should have. ... But I do think 360 helped me in focusing my attention to saying ‘We really need to get the top executives here to play a bigger role in terms of their budget and at looking at what things we can do here locally.’”

Stigma has also played a key role in individual’s unwillingness to seek help. Many individuals became addicted to opioids through legal means, so their addiction is full of shame and secrecy. To heal the community, respondents are trying to break down this stigma and shame. One strategy is the use of the anonymous 211 number. By sharing an anonymous number with the community, individuals can take first steps to seek help without self-identifying. Respondents also reiterated that the impact of this is so widespread that everyone is affected. As several individuals described, it is hard not to know someone who has been affected by opioid addiction. Respondents recommended that outreach efforts continue to provide a face to the disease. For example, the Lybert family’s presentation at the Key Influencer Summit aimed to create a forum to discuss the impact of addiction on the whole family.

## Defining the boundaries and scope of the DEA 360 Strategy

# 6

All interviewees considered DEA 360 a success in Milwaukee; however, some were unable to define the boundaries of the DEA 360 Strategy. Sometimes, this resulted from the fact that DEA 360 and ASAC Bell were embedded in so many activities at the city, county, and state level. However, sometimes the lack of clarity on the scope of the DEA 360 resulted in blurred lines between efforts or made it difficult for interview respondents to speak to the impact of this work in a community. DEA should continue to look for opportunities to build on the momentum established in cities but should avoid becoming more “white noise,” as an interview respondent described. By tapping in to communities that are being saturated with information, DEA will need to define the scope of the 360 Strategy. For example, as noted in the shared media section, pictures of the billboards intended for the Strategy were often tweeted out with the Dose of Reality hashtag instead of #DEA360. While both efforts had the same ultimate goal, DEA may want to consider ways to clarify the scope of the work they are doing and how it is different or the same as other ongoing efforts in the same cities and communities.

ASAC Bell noted several examples where he actively aimed to avoid duplication of efforts by being well versed on other efforts in the community. For example, the Medical Examining Board in Wisconsin instituted a series of Opioid Prescribing Guidelines in November 2016. The purpose of these guidelines was to “help providers make informed



decisions about acute and chronic pain treatment.”<sup>42</sup> An interview participant noted that it would have been a wasted effort to educate providers, because this was already happening. Instead, the 360 Strategy focused more effort on educating the public.

## 7 Social media presence

Social media can be an important, cost-effective channel for building an online community and for providing various resources directly to engage audiences. Generally speaking, while DEA-sponsored messages were well promoted on television, radio, and digital platforms, there was a lack of social media presence, and the existing social media identity was indistinct. The main DEA accounts could have taken a more active role in developing a branded, cohesive campaign and social media content for their various field offices. A more branded campaign effort would have encouraged a greater reach over the course of a year. Social media content can reach a large, targeted audience; develop a community; and drive users to relevant resources. Content can be curated specifically for each social media platform but should be consistent with the overall outreach campaign to ensure consistency and avoid confusion. As a way to encourage the use of social media assets and messaging, DEA should help develop consistent, branded content (images and example posts) that the local field offices would be able to use if they lack the time or resources to devote toward social media content creation. This will ensure a consistent look and feel for the whole campaign, especially since they are using the same hashtag regardless of the city. DEA may also consider using a city-specific hashtag to improve analytics and tracking.

## Enhanced tracking and data collection

## 8

To continue assessing the reach and impact of the media components of the DEA 360 Strategy on pilot cities, DEA should consider enhanced tracking and data collection. For example, DEA may use tracking URLs for digital mediums and vanity URLs for offline pieces to measure Web engagement through the duration of the campaign. While this was done for some digital advertising efforts, it should be used consistently across all relevant pieces. Similarly, when possible, DEA should identify what constitutes an online conversion (the action that one wishes a user to take, based on a particular outreach strategy) and measure the effectiveness of mediums to drive those conversions. Data collection efforts should be coordinated prior to the campaign so that all parties are aware of their responsibilities and the metrics needed.

<sup>42</sup> Wisconsin Medical Examining Board. (2016). *Wisconsin Medical Examining Board opioid prescribing guideline*. Madison, WI: org. Retrieved from [http://dsps.wi.gov/Documents/Board%20Services/Other%20Resources/MEB/20161116\\_MEB\\_Guidelines\\_v4.pdf](http://dsps.wi.gov/Documents/Board%20Services/Other%20Resources/MEB/20161116_MEB_Guidelines_v4.pdf)

# 9

## Coordinating partners and target audiences

The target audience and the scope of the media campaign should be determined across partners. To create a more cohesive message, partners should coordinate the messaging, timing of release, and calls to action for the campaign across efforts to ensure that it is one wholly integrated campaign effort. All program facilitators may want to create and widely distribute a communications plan for the overall campaign and additional tactical plans for each major event, news announcement, or high-level strategy. A. Bright Idea provided a communication plan for the WakeUp campaign, which detailed suggested strategies and tactics to DEA. This provided an organizational framework for WakeUp that kept tactics and timing on track. However, a projectwide plan would have helped to organize all of the various moving parts, detailed messaging/branding/content, and detail-specific strategies that could have enhanced the overall project.

## Creating culturally appropriate community messages

# 10

Several respondents cited tensions among some in the community due to the contrast in response from officials to the crack epidemic versus the opioid/heroin epidemic. In the 1980s, officials took a law enforcement, or “lock them up,” approach to the crack epidemic, resulting in a high number of arrests and incarcerations among African Americans with substance abuse issues in the city. In contrast, officials have taken a public health approach to the opioid and heroin epidemic, which primarily affects whites in the suburbs of Milwaukee, and the epidemic has received both widespread media coverage and funding that was not provided during the crack epidemic. DEA’s community-based partners emphasized that this is important context when developing a community outreach strategy. Future awareness campaigns should continue to recognize the historical legacy that exists and determine appropriate outreach strategies.



# **APPENDICES**

# APPENDIX A.

## METHODOLOGY

To evaluate and disseminate findings related to the community outreach portion of the DEA 360 Strategy in Milwaukee, ICF implemented a mixed-method approach for metrics compilation and analysis.

### Metrics Compilation

The metrics compilation was conducted over three tasks:

1. Initial kickoff meeting
2. Provision of metrics from program facilitators
3. Community interviews

#### Initial Kickoff Meeting

An initial kickoff meeting was held between ICF project staff and DEA 360 staff for an overview of the DEA 360 Strategy, activities, and partners in Milwaukee. During this kickoff meeting, ICF received contact details for program facilitators and qualitative data related to high-level activities and implementation strategies for the DEA 360 Milwaukee community outreach pilot.

#### Provision of Metrics from Program Facilitators

One-hour individual discussions were held between the ICF team and four program facilitators implementing outreach activities in Milwaukee as well as the DEA Milwaukee field office. These discussions focused on metrics availability and format as well as timelines for metrics delivery to ICF. The program facilitators and DEA Milwaukee office collected metrics throughout the implementation of the pilot. Following the individual discussions, designated

representatives of the program facilitators provided the agreed-upon metrics to the metrics compilation lead via e-mail. The metrics compilation lead assessed the completeness of the metrics, organized the metrics according to content and analysis area, and provided the compiled metrics to the Analysis Team.

### Community Interviews

ASAC Bell provided recommendations for community interviewees. Interviewees were invited to participate in the community interviews via e-mail. From July 14–28, 2017, nine one-hour community interviews were conducted via telephone using an interview guide approved by ICF's institutional review board, which assessed key domains related to the implementation of the DEA 360 Strategy in Milwaukee, including perceived reach and impact, partnerships and collaborations, facilitators and barriers to implementation, technical assistance and support needs, and lessons learned. Each community interview included a lead interviewer and notetaker.

### Metrics Analysis

The metrics analysis was conducted over three tasks:

1. Social media, traditional media, and digital metrics analysis
2. Outreach activities analysis
3. Community interview analysis

## Social Media, Traditional Media, and Digital Metrics Analysis

Social media data were provided in part by A. Bright Idea, in combination with the use of Crimson Hexagon by ICF. Crimson Hexagon is a social media monitoring program that provides data on a specific set of keywords or hashtags. The hashtags #DEA360strategy, #DEA360, and #360strategy were used in searches of Twitter and Instagram for the Milwaukee DEA 360 campaign (February 2016–February 2017). Results were limited to accounts within Wisconsin. Website data were collected using Google Analytics data from DEA. The Google Analytics accounts for each microsite were enabled on August 23, 2016. Direct data access to the Google Analytics software was unavailable, so DEA provided Excel outputs of select website metric groups. Traditional media data were provided by a number of sources, including DEA headquarters, the Milwaukee DEA office, A. Bright Idea, CCO, and CADCA. ICF collected additional metrics on media placements, including reach, using the Cision media monitoring tool. Paid media data, including digital advertising, billboards, and PSAs, were provided by A. Bright Idea, CCO, and PDFK.

## Outreach Activities Analysis

Outreach activities included in this analysis were DEA Foundation YDP attendance, youth retention, and performance dates; presentations given by DEA Field Office staff; TOT events conducted by DEA field office staff; Summit

attendance; and meetings with local partners, stakeholders, and coalitions. An analysis of the types of organizations involved in DEA 360 events, trainings, and Summit was performed to determine completeness and appropriateness to the DEA 360 objectives. A qualitative synthesis of community presentation themes, training topics, and meeting agendas was conducted and mapped to DEA 360 outreach objectives.

## Community Interviews

A series of nine semistructured, one-hour, phone-based interviews were conducted July 14–28, 2017. Interview respondents provided verbal consent to participate in the interview and to be recorded. Domains in the interview included background and role in the 360 Strategy; program approach and implementation; involvement in and exposure to program activities; and lessons learned, sustainability, and recommendations.

Following each interview, the lead interviewer and notetaker employed a rapid, notes-based analysis of the qualitative interview data to detect themes and patterns. Following individual analysis, the lead interviewer and notetaker met to discuss relevant themes and resolve any discrepancies. Data and conclusions from each analysis were synthesized toward final findings and recommendations.



# APPENDIX B.

## GLOSSARY OF TERMS

**Added-value:** Includes free air time or spots.

**Average session duration:** The total duration of all visits divided by the total number of visits.

**Bounce rate:** The percentage of visitors to a particular website who navigate away from the site after viewing only one page.

**Click-through:** Clicks on a link included in an outreach material to a specific digital asset, such as a website. In the case of this effort, click-throughs were links back to the microsite.

**Call to action:** Aims to persuade a viewer to perform a certain act immediately.<sup>43</sup> In the case of the billboard campaigns, the call to action was to visit a website or call 211 for help.

**Digital impression:** When an advertisement or any other form of digital media renders on a user's screen. Impressions are not action-based and are merely defined by a user potentially seeing the advertisement, making cost per mile (CPM) campaigns ideal for businesses intent on spreading brand awareness.<sup>44</sup>

**Earned media:** Media relies on public or media relations to gain coverage about the event or effort—this may be on or offline.<sup>45</sup>

**Frequency:** The average number of times a person was exposed to the billboard.

**Impressions:** The number of times a person passed and potentially saw the billboard.

**Owned media:** Content, such as websites or blogs, that the brand or organization controls.

**Pages per visit:** The total number of page views divided by the total number of visits.

**Page views:** The number of times a specific Web page is accessed. A page may be viewed multiple times in a single visit.

**Paid media:** Paid or sponsored media is when a third-party channel is leveraged through sponsorship or advertising.<sup>46</sup>

**Potential impressions:** Calculated by summing the total followers of each Twitter author for a specified topic and time period.

**Reach:** Percentage of people in the market that potentially saw the billboard at least once.

**Shared media:** Requires the participation and interaction with consumers—this includes a variety of social media sites, such as Facebook and Twitter. Shared media is often inspired by paid or owned media.

**Train the trainer:** A learning technique that teaches students to be teachers themselves.<sup>47</sup>

**Video pre-roll:** Brief advertisement that appears before online video.

**Visitors:** The number of unique individuals who visit the website. Visitors are determined by IP address.

**Visits:** The number of times the website is accessed.

<sup>43</sup>Marketing Terms. (n.d.). Call to action. Retrieved from [https://www.marketingterms.com/dictionary/call\\_to\\_action/](https://www.marketingterms.com/dictionary/call_to_action/)

<sup>44</sup>Big Commerce. (n.d.). Understanding impressions in digital marketing. Retrieved from <https://www.bigcommerce.com/ecommerce-answers/impressions-digital-marketing/>

<sup>45</sup>Odden, L. (n.d.). Paid, earned, owned & shared media—What's your online marketing media mix? Retrieved from <http://www.toprankblog.com/2011/07/online-marketing-media-mix/>

<sup>46</sup>Campbell, A. (2013). What is "owned, earned and paid media"? *Small Business Trends*. Retrieved from <https://smallbiztrends.com/2013/08/what-is-owned-earned-paid-media.html>

<sup>47</sup>Simplicable. (2012). What train the trainer really means. Retrieved from <http://business.simplicable.com/business/new/what-train-the-trainer-means>

# APPENDIX C.

## EARNED MEDIA

Outlet name	Date	Headline	UVP (Reach)	Event or Media outreach title	Link
WISN-ABC	2/10/2016	DEA takes new heroin abuse strategy to Milwaukee	847,480	Program kickoff announcement	<a href="http://www.wisn.com/article/dea-takes-new-heroin-abuse-strategy-to-milwaukee/6247688">http://www.wisn.com/article/dea-takes-new-heroin-abuse-strategy-to-milwaukee/6247688</a>
WITI - Fox6 News	2/10/2016	DEA announces "360 Degree Strategy" to address prescription drugs, heroin, crime in Milwaukee	1,549,696	Program kickoff announcement	<a href="http://fox6now.com/2016/02/10/new-effort-to-bust-drug-dealers-stop-overdoses-in-milwaukee-to-be-announced/">http://fox6now.com/2016/02/10/new-effort-to-bust-drug-dealers-stop-overdoses-in-milwaukee-to-be-announced/</a>
WTMJ - NBC	2/11/2016	Milwaukee County considers new ways to battle heroin epidemic	764,330	Program kickoff announcement	<a href="http://www.tmj4.com/news/local-news/milwaukee-county-considers-new-ways-to-battle-heroin-epidemic">http://www.tmj4.com/news/local-news/milwaukee-county-considers-new-ways-to-battle-heroin-epidemic</a>
WISN-ABC	3/1/2016	Fentanyl deaths on the rise in Milwaukee	847,480	Program kickoff announcement	<a href="http://www.wisn.com/article/fentanyl-deaths-on-the-rise-in-milwaukee/6249236">http://www.wisn.com/article/fentanyl-deaths-on-the-rise-in-milwaukee/6249236</a>
Onmilwaukee.com	3/18/2016	Annual heroin deaths in Milwaukee County more than triple since 2010	446,640	Program kickoff announcement	<a href="https://onmilwaukee.com/raisemke/articles/nnsheeroin.html">https://onmilwaukee.com/raisemke/articles/nnsheeroin.html</a>
WISN-ABC	4/29/2016	Prescription drug take-back day Saturday	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/prescription-drug-take-back-day-saturday/6254324">http://www.wisn.com/article/prescription-drug-take-back-day-saturday/6254324</a>
Milwaukee Journal Sentinel online	6/3/2016	DEA opioid operation leads to 114 arrests, 56 firearm seizures	4,763,318	ASAC Bell outreach/Other	<a href="http://archive.jsonline.com/news/crime/dea-oid-opioid-operation-leads-to-114-arrests-56-firearm-seizures-b99737728z1-381816421.html/">http://archive.jsonline.com/news/crime/dea-oid-opioid-operation-leads-to-114-arrests-56-firearm-seizures-b99737728z1-381816421.html/</a>
Milwaukee Journal Sentinel online	6/15/2016	Victories in battle against heroin may be short-lived, drug enforcement officials warn	4,763,318	Summit	<a href="http://archive.jsonline.com/news/crime/victories-may-be-short-lived-drug-enforcement-officials-warn-b99745499z1-383185401.html/">http://archive.jsonline.com/news/crime/victories-may-be-short-lived-drug-enforcement-officials-warn-b99745499z1-383185401.html/</a>
WITI - Fox6 News	6/15/2016	"A terrible statistic": City leaders unveil ways to combat Milwaukee's opioid epidemic	1,549,696	Summit	<a href="http://fox6now.com/2016/06/15/a-terrible-statistic-city-leaders-unveil-ways-to-combat-milwauees-oid-opioid-epidemic/">http://fox6now.com/2016/06/15/a-terrible-statistic-city-leaders-unveil-ways-to-combat-milwauees-oid-opioid-epidemic/</a>
WTMJ - NBC	6/15/2016	Hundreds gather for opioid abuse summit in Milwaukee	764,330	Summit	<a href="http://www.tmj4.com/news/local-news/hundreds-gather-for-oid-opioid-abuse-summit-in-milwaukee">http://www.tmj4.com/news/local-news/hundreds-gather-for-oid-opioid-abuse-summit-in-milwaukee</a>

Outlet name	Date	Headline	UVP (Reach)	Event or Media outreach title	Link
WTMJ - NBC	7/12/2016	Renewed calls for help as heroin abuse roils Milwaukee County	764,330	ASAC Bell outreach/Other	<a href="http://www.tmj4.com/news/local-news/renewed-calls-for-help-as-heroin-abuse-roils-milwaukee-county">http://www.tmj4.com/news/local-news/renewed-calls-for-help-as-heroin-abuse-roils-milwaukee-county</a>
WITI - Fox6 News	8/1/2016	Medical examiner investigates eight probable heroin deaths in last four days	1,549,696	ASAC Bell outreach/Other	<a href="http://fox6now.com/2016/08/01/medical-examiner-investigates-eight-probable-heroin-deaths-in-last-four-days/">http://fox6now.com/2016/08/01/medical-examiner-investigates-eight-probable-heroin-deaths-in-last-four-days/</a>
The Journal Times (Racine, WI)	8/15/2016	U-47700 kills two in Racine County	277,260	ASAC Bell outreach/Other	<a href="http://journaltimes.com/news/local/crime-and-courts/u--kills-two-in-racine-county/article_c1354c2b-0bfd-569d-9160-e29ae8d160f3.html">http://journaltimes.com/news/local/crime-and-courts/u--kills-two-in-racine-county/article_c1354c2b-0bfd-569d-9160-e29ae8d160f3.html</a>
WDJT - CBS 58 TV	9/19/2016	DEA Agent Calls Fentanyl a Drug of "Mass Destruction"	446,640	ASAC Bell outreach/Other	<a href="http://www.cbs58.com/news/dea-agent-calls-fentanyl-a-drug-of-mass-destruction">http://www.cbs58.com/news/dea-agent-calls-fentanyl-a-drug-of-mass-destruction</a>
WISN-ABC	9/28/2016	Officials warn of dangers of synthetic opioid named 'Pinky'	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/officials-warn-of-dangers-of-synthetic-opioid-named-pinky/6314912">http://www.wisn.com/article/officials-warn-of-dangers-of-synthetic-opioid-named-pinky/6314912</a>
WISN-ABC	10/25/2016	Chilling 911 call featured in new DEA overdose campaign	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/pkg-chilling-911-call-featured-in-new-dea-overdose-spot-71v0bstn/7362315">http://www.wisn.com/article/pkg-chilling-911-call-featured-in-new-dea-overdose-spot-71v0bstn/7362315</a>
WISN-ABC	11/1/2016	Deadly drug 57 times stronger than fentanyl sweeps Midwest	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/deadly-drug-57-times-stronger-than-fentanyl-sweeps-midwest/8070372">http://www.wisn.com/article/deadly-drug-57-times-stronger-than-fentanyl-sweeps-midwest/8070372</a>
WDJT - CBS 58 TV	12/6/2016	New Anti-Opioid Billboard Goes up in Milwaukee	446,640	Billboard campaign	<a href="http://www.cbs58.com/news/new-anti-opioid-billboard-goes-up-in-milwaukee">http://www.cbs58.com/news/new-anti-opioid-billboard-goes-up-in-milwaukee</a>
WISN-ABC	12/6/2016	Opioid awareness billboards pop up in Milwaukee	847,480	Billboard campaign	<a href="http://www.wisn.com/article/opioid-awareness-billboards-pop-up-in-milwaukee/8475765">http://www.wisn.com/article/opioid-awareness-billboards-pop-up-in-milwaukee/8475765</a>
WITI - Fox6 News	12/6/2016	"Time to take action:" New billboards an effort to save lives amid opioid abuse epidemic	1,549,696	Billboard campaign	<a href="http://fox6now.com/2016/12/06/time-to-take-action-wisconsin-billboards-raise-awareness-on-opioid-abuse/">http://fox6now.com/2016/12/06/time-to-take-action-wisconsin-billboards-raise-awareness-on-opioid-abuse/</a>
WISN-ABC	1/4/2017	Mother, son create 'Hidden in Plain Sight' room to show signs of drug abuse	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/mother-son-create-hidden-in-plain-sight-room-to-show-signs-of-drug-abuse/8263844">http://www.wisn.com/article/mother-son-create-hidden-in-plain-sight-room-to-show-signs-of-drug-abuse/8263844</a>
WISN-ABC	2/9/2017	Inside the morgue: How medical examiners are dealing with opioid death 'tsunami'	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/state-of-addiction-report-inside-milwaukee-s-morgue/8700920">http://www.wisn.com/article/state-of-addiction-report-inside-milwaukee-s-morgue/8700920</a>

Outlet name	Date	Headline	UVPM (Reach)	Event or Media outreach title	Link
WITI - Fox6 News	2/9/2017	2 months after billboard campaign launched, nearly 80 overdose deaths in Milwaukee County	1,549,696	Billboard campaign	<a href="http://fox6now.com/2017/02/09/2-months-after-billboard-campaign-launched-nearly-80-overdose-deaths-in-milwaukee-county/">http://fox6now.com/2017/02/09/2-months-after-billboard-campaign-launched-nearly-80-overdose-deaths-in-milwaukee-county/</a>
Wisconsin Public Radio	3/2/2017	Lawmakers Hear Proposals To Fight State's Drug Epidemic	409,040	ASAC Bell outreach/Other	<a href="https://www.wpr.org/lawmakers-hear-proposals-fight-states-drug-epidemic">https://www.wpr.org/lawmakers-hear-proposals-fight-states-drug-epidemic</a>
WGN9 (Chicago, IL)	3/23/2017	A sign of an epidemic: Shocking stats, helpful numbers shine light on opioid abuse	1,529,902	Billboard campaign	<a href="http://wgntv.com/2017/03/23/a-sign-of-an-epidemic-shocking-stats-helpful-numbers-shine-light-on-opioid-abuse/">http://wgntv.com/2017/03/23/a-sign-of-an-epidemic-shocking-stats-helpful-numbers-shine-light-on-opioid-abuse/</a>
WTMJ - NBC	5/22/2017	Deadly, cheap and accessible 'super opioid' making its way into Wisconsin	764,330	ASAC Bell outreach/Other	<a href="http://www.tmj4.com/news/local-news/deadly-cheap-and-accessible-drug-making-its-way-into-wisconsin">http://www.tmj4.com/news/local-news/deadly-cheap-and-accessible-drug-making-its-way-into-wisconsin</a>
WISN - ABC	5/31/2017	State of Addiction: a WISN 12 News Special Report	847,480	ASAC Bell outreach/Other	<a href="http://www.wisn.com/article/state-of-addiction-a-wisn-12-news-special-report-1496237007/9955005">http://www.wisn.com/article/state-of-addiction-a-wisn-12-news-special-report-1496237007/9955005</a>
WKOW - ABC (Madison, WI)	6/1/2017	Emotional testimony given at hearing on bill to make opiate analogs illegal	479,135	ASAC Bell outreach/Other	<a href="http://www.wkow.com/story/35570435/2017/06/Thursday/emotional-testimony-given-at-hearing-on-bill-to-make-opiate-analogs-illegal">http://www.wkow.com/story/35570435/2017/06/Thursday/emotional-testimony-given-at-hearing-on-bill-to-make-opiate-analogs-illegal</a>
Milwaukee Journal Sentinel online	6/21/2017	Assembly takes up bills to tighten election recount rules and fight the opioid fentanyl	4,763,318	ASAC Bell outreach/Other	<a href="http://www.jsonline.com/story/news/2017/06/21/assembly-takes-up-bills-tighten-election-recount-rules-and-fight-opioid-fentanyl/415606001/">http://www.jsonline.com/story/news/2017/06/21/assembly-takes-up-bills-tighten-election-recount-rules-and-fight-opioid-fentanyl/415606001/</a>
Total			37,605,811		

# APPENDIX D.

## TOP ACQUISITION SOURCES FOR MICROSITES

Source/Medium	Percent of Traffic to WakeUp-Milwaukee	Percent of Traffic to Just Think Twice	Percent of Traffic to Get Smart Milwaukee
(direct)/(none)	69.20%	63.59%	44.29%
google / organic	12.44%	12.53%	7.82%
tpc.google syndication.com / referral	10.27%		
CBSLocalPlus / Display	1.68%		
bing / organic	1.18%	0.71%	1.72%
top10-way.com / referral	1.09%		
cbs58.com / referral	0.79%		
yahoo / organic	0.79%		0.31%
tmj4.com / referral	0.59%		
CBSLocalPlus / video	0.39%		
wakeup-milwaukee.com / referral		18.91%	41.94%
stg.wakeup-milwaukee.com / referral		1.89%	0.78%
dev.wakeup-milwaukee.com / referral		0.95%	0.94%
openallurls.com / referral		0.24%	
yougetsignal.com / referral		0.24%	
wakeuppittsburgh.com.dd:8083 / referral		0.95%	0.63%
ignitelocal.dapulse.com / referral			0.31%
l.facebook.com / referral			0.16%



Office of Congressional and Public Affairs  
Community Outreach and Prevention Support Section  
[360.dea.gov](http://360.dea.gov)

